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THE
Inaugural Addresses
OF THE
MAYORS OF BOSTON

VOLUME I.
FROM 1822 TO 1851.

PUBLISHED BY THE CITY REGISTRAR.



BOSTON:
ROCKWELL & CHURCHILL, CITY PRINTERS.
1894.

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P R E F A C E.

THE Inaugural Addresses of the Mayors contain an epitome of the history of the city, and are documents of prime authority. Such pamphlets, however, are difficult to obtain, and even the Public Library of Boston remains without a complete collection. At the suggestion of His Honor Mayor Matthews, I have reprinted the series from 1822 to 1851, proposing to continue the same to the present date.

One address, that of Mayor Otis on the occasion of the Inauguration of the City Government in the Old State House, September 17, 1830, has been added to the list of Inaugurals, on account of its intimate connection with municipal affairs, as well as for its lofty and inspiring eloquence.

WILLIAM H. WHITMORE,
City Registrar.

OLD COURT-HOUSE,
September 17, 1894.

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INAUGURAL ADDRESS

OF

JOHN PHILLIPS,

Mayor of Boston.

DELIVERED AT FANEUIL HALL,

MAY 1, 1822.



BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS.
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[NOTE.—It does not appear that Mr. Phillips's Oration was issued in pamphlet form. Quincy, in his "Municipal History," pp. 873-4, has printed it, but transposed certain paragraphs. The two addresses, one to the retiring Board of Selectmen and the other to the new City Council, are properly printed in the "Boston Monthly Magazine" for November, 1825, pp. 290-291.

W. H. W.]

INAUGURAL ADDRESS.

JOHN PHILLIPS.

DELIVERED MAY 1, 1822.

THE MAYOR'S INAUGURAL ADDRESS, WEDNESDAY,
MAY 1, 1822.

*Mr. Chairman, and Gentlemen of the Board of Select-
men : —*

THE members of the City Council acknowledge their obligations to you, for the attention and care which you have bestowed in all the arrangements for their accommodation. They tender their thanks for the friendly and respectful sentiments expressed in the address which accompanied the delivery of the ancient act of incorporation of the town, and the recent charter of the city.

During the short period which has elapsed since I was elected to the office, the duties of which I have now solemnly undertaken to discharge to the best of my ability, I have devoted such portion of my time as I could command to examine the records of your proceedings, with the able assistance which your Chairman most readily afforded me ; and they furnish full evidence of the ability, diligence, and integrity of those who have been justly denominated the Fathers of the town.

Gentlemen, you will now be relieved from labors, the weight of which can only be duly estimated by those excellent citizens

who have preceded you in office. You retire with the consciousness of important duties faithfully and honorably discharged. Our best wishes attend you, whether engaged in public employments or in private pursuits. May you be useful and prosperous, and long continue your exertions to advance the interest and honor of our city.

Gentlemen of the City Council :—

The experience of nearly two centuries has borne ample testimony to the wisdom of those institutions which our ancestors established for the management of their municipal concerns. Most of the towns in this Commonwealth may, probably, continue to enjoy the benefit of those salutary regulations for an unlimited series of years. But the great increase of population in the town of Boston has made it necessary for the Legislature frequently to enact statutes of local application, to enable the inhabitants successfully to conduct their affairs; and at the last session, with a promptness which claims our gratitude, on the application of the town, they granted the charter which invests it with the powers and immunities of a city. Those who have attended to the inconveniences under which we have labored, will not attribute this innovation to an eager thirst for novelty, or restless desire of innovation. The most intelligent and experienced of our citizens have for a long period meditated a change, and exerted their influence to effect it. **Difference of opinion must be expected, and mutual concessions made, in all cases where the interests of a large community is to be accommodated.** The precise form in which the charter is to be presented, may not be acceptable to all; but its provisions have met with the approbation of a large majority, and it will receive the support of every good citizen.

Those who encourage hopes that can never be realized, and those who indulge unreasonable apprehensions because this instrument is not framed agreeably to their wishes, will be benefited by reflecting, how much more our social happiness

depends upon other causes than the provisions of a charter. Purity of manners, general diffusion of knowledge, and strict attention to the education of the young, above all a firm, practical belief of that Divine revelation which has affixed the penalty of unceasing anguish to vice, and promised to virtue rewards of interminable duration, will counteract the evils of any form of government. While the love of order, benevolent affections, and Christian piety distinguish, as they have done, the inhabitants of this city, they may enjoy the highest blessings under a charter with so few imperfections as that which the wisdom of our Legislature has sanctioned.

To enter upon the administration of this government by the invitation of our fellow-citizens, we are this day assembled. When I look around and observe gentlemen of the highest standing and most active employments, devoting their talents and experience to assist in the commencement of this arduous business, in common with my fellow-citizens, I appreciate most highly their elevated and patriotic motives. I well know, Gentlemen, the great sacrifice of time, of care, and of emolument, which you make in assuming this burden. It shall be my constant study to lighten it by every means in my power. In my official intercourse, I shall not encumber you with unnecessary forms, or encroach on your time with prolix dissertations. In all the communications which the charter requires me to make, conciseness and brevity will be carefully studied. I will detain you no longer from the discharge of the important duties which now devolve upon you, than to invite you to unite in beseeching the Father of Light, without whose blessing all exertion is fruitless, and whose grace alone can give efficacy to the councils of human wisdom, to enlighten and guide our deliberations with the influence of his Holy Spirit, and then we cannot fail to promote the best interests of our fellow-citizens.

INAUGURAL ADDRESS

OF

JOSIAH QUINCY,

Mayor of Boston.

DELIVERED AT FANEUIL HALL,

MAY 1, 1823.



BOSTON:

ROCKWELL AND CHURCHILL, CITY PRINTERS.

1894.

[NOTE. — No copy has been found of the original pamphlet, if indeed such were printed. This version is reprinted from Quincy's "Municipal History," pp. 375-8.

W. H. W.]

INAUGURAL ADDRESS.

JOSIAH QUINCY.

DELIVERED MAY 1, 1823.

THE MAYOR'S INAUGURAL ADDRESS, MAY 1, 1823.

Gentlemen of the Board of Aldermen, and Gentlemen of the Common Council :—

IN accepting the office, to which the suffrages of my fellow-citizens have called me, I have not concealed from myself the labors and responsibilities of the station. Comparing my own powers with the nature and exigencies of the present relations of the city, I should have shrunk instinctively from the task, did I not derive, from the intelligence and virtues of my fellow-citizens, a confidence which no qualifications of my own are capable of inspiring.

In entering upon the duties of this office, and after examining and considering the records of the proceedings of the city authorities the past year, it is impossible for me to refrain from expressing the sense I entertain of the services of that high and honorable individual who filled the Chair of this city, as well as of the wise, prudent, and faithful citizens, who composed, during that period, the City Council. Their labors have been, indeed, in a measure, unobtrusive ; but they have been various, useful, and well considered. They have laid the foundations of the prosperity of our city deep, and on right principles ; and,

whatever success may attend those who come after them, they will be largely indebted for it to the wisdom and fidelity of their predecessors. A task was committed to the first administration to perform, in no common degree arduous and delicate. The change from a town to a city had not been effected without a considerable opposition. On that subject many fears existed, which it was difficult to allay; many jealousies, hard to overcome. In the outset of a new form of government, among variously affected passions and interest, and among indistinct expectations impossible to realize, it was apparently wise to shape the course of the first administration, rather by the spirit of the long-experienced constitution of the town, than by that of the unsettled charter of the city. It was natural for prudent men, first intrusted with city authorities, to apprehend that measures partaking of the mild, domestic character of our ancient institutions, might be as useful, and would be likely to be more acceptable, than those which should develop the entire powers of the new government. It is yet to be proved, whether, in these measures, our predecessors were not right. In all times the inhabitants of this metropolis have been distinguished, preëminently, for a free, elastic republican spirit. Heaven grant, that they forever may be thus distinguished! It is yet to be decided, whether such a spirit can, for the sake of the peace, order, health, and convenience of a great and rapidly-increasing population, endure without distrust and discontent, the application of necessary city powers to all the exigencies which arise in such a community.

In executing the trust which my fellow-citizens have confided to me, I shall yield entirely to the influences, and be guided exclusively by the principles of the city charter; striving to give prudent efficiency to all its powers; endeavoring to perform all its duties, in forms and modes at once the most useful and most acceptable to my fellow-citizens. If at any time, however, through any intrinsic incompatibility, it is impracticable to unite both these objects, I shall, in such case,

follow duty ; and leave the event to the decision of a just, and wise, and generous people. In every exigency, it will be my endeavor to imbibe and to exhibit, in purpose and act, the spirit of the city charter.

What that spirit is, so far as relates to the office of Mayor ; what duties it enjoins ; and by what principles those duties will, in the course of the ensuing administration, be attempted to be performed, it is suitable to the occasion, and I shall now, very briefly, explain.

The spirit of the city charter, so far as relates to the office of Mayor, is characterized by the powers and duties it devolves upon that officer.

By him, "the laws of the city are to be executed ; the conduct of all subordinate officers inspected ; all negligence, carelessness, and positive violations of duty prosecuted and punished." In addition to this, he is enjoined to "collect and communicate all information, and recommend all such measures as may tend to improve the city finances, police, health, security, cleanliness, comfort, and ornament."

The spirit of the city charter in this relation may also be collected, by considering these powers and duties in connection with the preceding form of government. One great defect in the ancient organization of town government was, the division of the executive power among many ; the consequent little responsibility, and the facility with which that little was shifted from one department, board, or individual, to another ; so as to leave the inhabitants, in a great measure, at a loss whom to blame for the deficiency in the nature or execution of the provisions for their safety and police. The duty, also, of general superintendence over all the boards and public institutions, being specifically vested nowhere, no individual member of either of them could take upon himself that office, without being obnoxious to the charge of a busy, meddlesome disposition. The consequence was, that the great duty of considering all the public institutions, in their relations to one

another and to the public service, was either necessarily neglected, or, if performed at all, could only be executed occasionally, and in a very general manner.

The remedy attempted by the city charter is, to provide for the fulfilment of all these duties, by specifically investing the chief officer of the city with the necessary powers; and thus to render him responsible, both in character and by station, for their efficient exercise. By placing this officer under the constant control of both branches of the City Council, all errors, in judgment and purpose, were intended to be checked or corrected; and, by his annual election, security is attained against inefficiency or abuse, in the exercise of his authority.

The duties, enjoined by the charter on the executive authority, are concurrent with its powers and coincident with its spirit. If, in making a sketch of them, I shall be thought to present an outline, difficult for any man completely to fill, and absolutely impracticable for the individual who now occupies the station, let it be remembered, that it is always wise in man to work after models more perfect than his capacity can execute. Perfect duty, it is not in the power of man to perform. But it is the right of the people, that every man in public office should know and attempt it. Let it also be considered, that it will be advantageous, both for the individual who may hold, and for the people who judge and select, that both should form elevated conceptions of the nature of the station. The one will be thus more likely to aim at something higher than mediocrity, in execution; and the other, forming just notions of its difficulty, delicacy, and importance, will select with discrimination, and receive more readily faithful and laborious endeavor in lieu of perfect performance.

The great duty of the Mayor of such a city as this, is to identify himself, absolutely and exclusively, with its character and interests. All its important relations he should diligently study, and strive thoroughly to understand. All its rights, whether affecting property, or liberty, or power, it is his duty,

as occasions occur, to analyze and maintain. If possible, he should leave no foundations of either unsettled or dubious. Towards them, he should teach himself to feel, not merely the zeal of official station, but the pertinacious spirit of private interest.

Of local, sectional, party, or personal divisions, he should know nothing, except for the purpose of healing the wounds they inflict; softening the animosities they engender; and exciting, by his example and influence, bands, hostile to one another in every other respect, to march one way, when the interests of the city are in danger. Its honor, happiness, dignity, safety, and prosperity, the development of its resources, its expenditures and police, should be the perpetual object of his purpose and labor of his thought. All its public institutions, its edifices, hospitals, almshouses, jails, should be made the subject of his frequent inspection, to the end that wants may be supplied, errors corrected, abuses exposed.

Above all, its schools, those choice depositaries of the hope of a free people, should engage his utmost solicitude and unremitting superintendence. Justly are these institutions the pride and the boast of the inhabitants of this city. For these, Boston has, at all times, stood preëminent. Let there exist, elsewhere, a greater population, a richer commerce, wider streets, more splendid avenues, statelier palaces. Be it the endeavor of this metropolis to educate better men, happier citizens, more enlightened statesmen; to elevate a people, thoroughly instructed in their social rights, deeply imbued with a sense of their moral duties; mild, flexible to every breadth of legitimate authority; unyielding as fate to unconstitutional impositions.

In administering the police, in executing the laws, in protecting the rights, and promoting the prosperity of the city, its first officer will be necessarily beset and assailed by individual interests, by rival projects, by personal influences, by party passions. The more firm and inflexible he is, in main-

taining the rights, and in pursuing the interests of the city, the greater is the probability of his becoming obnoxious to all, whom he causes to be prosecuted, or punished ; to all, whose passions he thwarts ; to all, whose interests he opposes. It will remain for the citizens to decide, whether he who shall attempt to fulfil these duties, and thus to uphold their interests, in a firm, honest, and impartial spirit, shall find countenance and support, in the intelligence and virtue of the community.

Touching the principles, by which the ensuing administration will endeavor to regulate and conduct the affairs of the city, nothing is promised, except a laborious fulfilment of every known duty ; a prudent exercise of every invested power ; and a disposition, shrinking from no official responsibility. The outline of the duties, just sketched, will be placed before the executive officer, without any expectation of approximating towards its extent, much less of filling it up, according to that enlarged conception. By making, in the constitution of our nature, the power to purpose greater than the power to perform, Providence has indicated to man, that true duty and wisdom consists in combining high efforts with humble expectations.

If the powers vested seem too great for any individual, let it be remembered, that they are necessary to attain the great objects of health, comfort, and safety to the city. To those whose fortunes are restricted, these powers, in their just exercise, ought to be peculiarly precious. The rich can fly from the generated pestilence. In the season of danger, the sons of fortune can seek refuge in purer atmospheres. But necessity condemns the poor to remain and inhale the noxious effluvia. To all classes who reside permanently in a city, these powers are a privilege and a blessing. In relation to city police, it is not sufficient that the law, in its due process, will ultimately remedy every injury, and remove every nuisance. While the law delays, the injury is done. While judges are doubting and lawyers debating, the nuisance is exhaling and the atmosphere corrupting. In these cases, prevention should

be the object of solicitude, not remedy. It is not enough, that the obstacle which impedes the citizen's way, or the nuisance which offends his sense should be removed on complaint, or by complaint. The true criterion of an efficient city government is, that it should be removed before complaint and without complaint.

The true glory of a city consists, not in palaces, temples, columns, the vain boast of art, or the proud magnificence of luxury, but in a happy, secure, and contented people; feeling the advantage of a vigorous and faithful administration, not merely in the wide street and splendid avenue, but in every lane, in every court, and in every alley. The poorest and humblest citizen should be made instinctively to bless that paternal government, which he daily perceives watching over his comfort and convenience, and securing for him that surest pledge of health, a pure atmosphere.

The individual, now intrusted with the executive power by his fellow-citizens, repeats, that he promises nothing, except an absolute self-devotion to their interests. To understand, maintain, and improve them, he dedicates whatever humble intellectual or physical power he may possess.

Gentlemen of the City Council :—

In all the relations which the constitution has established between the departments, it will be his endeavor, by punctuality and despatch in public business, by executing every duty and taking every responsibility which belongs to his office, to shorten and lighten your disinterested and patriotic labors. Should his and your faithful, though necessarily imperfect exertions, give satisfaction to our fellow-citizens, we shall have reason to rejoice, — not with a private and personal, but with a public and patriotic joy; for next to the consciousness of fulfilled duty, is the grateful conviction, that our lot is cast in a community, ready justly to appreciate, and willing actively to support, faithful and laborious efforts in their service.

Should, however, the contrary happen, and, in conformity with the experience of other republics, faithful exertions be followed by loss of favor and confidence, still he will have reason to rejoice,—not, indeed, with a public and patriotic, but with a private and individual joy,—for he will retire with a consciousness, weighed against which, all human suffrages are but as the light dust of the balance.

AN
ADDRESS
TO THE
BOARD OF ALDERMEN,
AND
MEMBERS OF THE COMMON COUNCIL,
OF BOSTON,
ON THE
Organization of the City Government,
AT
FANEUIL HALL,
MAY 1, 1824.

BY
JOSIAH QUINCY,
Mayor of the City.

BOSTON:
PRINTED AT THE COMMERCIAL GAZETTE OFFICE.

1824.

CITY OF BOSTON.

IN COMMON COUNCIL, May 1, 1824.

Resolved, That Messrs. Coolidge, Frothingham and Stone, with such as the Board of Aldermen may join, be a Committee to wait upon the Mayor, and present him the thanks of the City Council, for the able and instructive Address delivered by him this day, and to request a copy for the press.

Sent up for concurrence.

FRANCIS J. OLIVER, *President*.

*In the Board of Aldermen, May 3, 1824....*Read and concurred, and Aldermen Baxter and Dorr are joined.

JOSIAH QUINCY, *Mayor*.

ADDRESS.

Gentlemen of the City Council:

THE first impulse of my heart, on thus entering, a second time, upon the duties of Chief Magistrate of this City, is to express my deep sense of gratitude, for the distinguished support, I have received from the suffrages of my fellow citizens. It has been, I am conscious, as much beyond my deserts, as beyond my hopes. May these marks of public confidence produce their genuine fruits — truer zeal, — greater activity, and more entire self-devotion to the interests of the city !

To you, Gentlemen of the Board of Aldermen, who have received such gratifying proofs of the approbation of your fellow citizens, permit me thus publicly to express the greatness of my own obligations. You have shunned no labor. You have evaded no responsibility. You have sought with a single eye, and a firm, undeviating purpose the best interests of the city. It is my honor and happiness to have been associated with such men. Whatsoever success has attended the administration of the past year, may justly be attributed to the spirit and intelligence, which characterized your labors and councils.

The Gentlemen of the last Common Council are also entitled to a public expression of my gratitude, for their undeviating personal support, as well as the zeal and fidelity which distinguished their public services.

It is proper, on the present occasion, to speak of the administration of the past year, with reference to the principles by which it was actuated. If in doing this, I enter more into detail than may seem suitable, in a general discourse, it is because I deem such an elucidation conformable to the nature of the

City Government, and connected with its success. Whatever there is peculiar in the character of the inhabitants of Boston, is chiefly owing to the freedom of its ancient form of government, which had planted and fostered, among its people, a keen, active, inquisitive spirit; taking an interest in all public affairs, and exacting a strict and frequent account from all, who have the charge of their concerns. This is a healthy condition of a community, be it a city, state, or nation. It indicates the existence of the only true foundation of public prosperity, the intelligence and virtue of the people, and their consequent capacity to govern themselves. Such a people have a right to expect a particular elucidation of conduct from public functionaries; whose incumbent duty it is to foster, on all occasions, among their fellow citizens, a faithful and inquisitive spirit touching public concerns.

The acts of the administration of the past year had reference to morals;—to comfort; and convenience; and ornament. A very brief statement of the chief of these, which had any thing novel in their character, will be made, with reference to principle and to expense. If more prominence be given to this last than may be thought necessary, it is because in relation to this, discontent is most likely to appear. In the organizing of new systems, and in the early stages of beneficial and even economical arrangements outlays must occur. These expenditures are inseparable from the first years. The resulting benefit must be expected and averaged among many future years. No obscurity ought to be permitted, concerning conduct and views in this respect. In a republic, the strength of every administration, in public opinion, ought to be in proportion to the willingness with which it submits to a rigorous accountability. With respect to morals;—there existed at the commencement of last year, in one section of the city, an audacious obtrusiveness of vice, notorious and lamentable; setting at defiance, not only the decencies of life, but the authority of the laws. Repeated attempts to subdue this combination had failed. An opinion

was entertained by some, that it was invincible. There were those, who recommended a tampering and palliative, rather than eradicating course of measures. Those entrusted with the affairs of the city, were of a different temper. The evil was met in the face. In spite of clamor, of threat, of insult ; of the certificates of those who were interested to maintain, or willing to countenance vice, in this quarter, a determined course was pursued. The whole section was put under the ban of authority. All licenses in it were denied—a vigorous police was organized, which, aided by the Courts of Justice, and the House of Correction, effected its purpose. For three months past, the daily reports of our city officers have represented that section as peaceable as any other. Those connected with courts of justice, both as ministers and officers, assert that the effect has been plainly discernible in the registers of the jail and of prosecution.

These measures did not originate in any theories, or visions of ideal purity, attainable in the existing state of human society, but in a single sense of duty and respect for the character of the city ; proceeding upon the principle that if in great cities the existence of vice is inevitable, that its course should be in secret, like other filth, in drains, and in darkness ; not obtrusive ; not powerful ; not prowling publicly in the streets for the innocent and unwary.

The expense, by which this effect has been produced, has been somewhat less than one thousand dollars. An amount already perhaps saved to the community in the diminution of those prosecutions and of their costs, which the continuance of the former unobstructed course of predominating vice, in that section, would have occasioned.

The next object of attention of the City Government was cleansing the streets. In cities as well as among individuals, cleanliness has reference to morals as well as to comfort. Sense of dignity and self-respect are essentially connected with purity ; physical and moral. And a city is as much elevated as an individual by self-respect.

To remove from our streets whatever might offend the sense, or endanger the health, was the first duty. To do it as economically as was consistent with doing it well, was the second.

How it has been done, whether satisfactorily as could be expected, in the first year and by incipient operations, our fellow-citizens are the judges. As far as the knowledge of the Mayor and Aldermen has extended, the course pursued has met with unqualified approbation and given entire content.

In respect to economy, there were but two modes — By contract, — or by teams and laborers provided and employed by the city. The latter course was adopted; and for several reasons. The value of what was annually taken from the surface of the streets of the city, as well as the quantity, was wholly unknown. There were no data on which to estimate either, and of course no measure by which the amount of contract could be regulated. The streets of the city had been almost for time immemorial the revenue of the farmers in the vicinity; who came at will, took what suited their purposes and left the rest to accumulate.

It was thought important that the city should undertake the operation necessary to cleansing the streets, itself, not because this mode was certainly the most economical, but because it would be certainly the most effectual; and because, by this means the City Government would acquaint themselves with the subject in detail, and be the better enabled to meet the farmers hereafter on the ground of contract, should this mode be found expedient.

In order however, to leave no means of information unsought, contracts were publicly invited by the City Government. Of the proposals made, one only included all the operations of scraping, sweeping and carrying away. This person offered to do the whole for one year, for *seven thousand dollars*. All the other proposals expressly declined having any thing to do with scraping and sweeping; and confined their offer to the mere carrying away. The lowest of these was *eighteen hun-*

dred dollars. When it was found that the city was about to perform the operation on its own account, the same persons fell in their offers, from *eighteen* to *eight* hundred dollars; and when this was rejected, they offered to do it for *nothing*. And since the city operations have commenced, the inquiry now is, *at what price they can enjoy the privilege.* These facts are stated, because they strikingly illustrate how important it is to the city, that its administration should take subjects of this kind into their own hands, until by experience, they shall have so become acquainted with them, as to render their ultimate measures the result of knowledge, and not of general surmise or opinion.

The general result of the operations may be thus stated. At an expense of about \$4000, between six and seven thousand tons weight of filth and dirt have been removed from the surface of the streets. All of which have been advantageously used in improving the city property under circumstances and in situations, in which these collections were much wanted — on the Common, on the Neck lands, and at South Boston. There can be no question that in these improvements the city will receive the full value of the whole expense. To say nothing of what is really the chief object of the system, that the streets have been kept in a general state of cleanliness satisfactory to the inhabitants. By sale of the collections the next year it is expected that we shall be able to compare directly the cash receipt with the cash expenditure. (*See Note A.*)

The widening of our streets as occasions offered was the next object, to which the attention of the city administration was directed; and the one involving the greatest expense. The circumstances of the times, and the enterprize of private individuals opened opportunities, in this respect, unexampled, in point of number and importance. If lost they might never occur again, at least not within the lifetime of the youngest of our children. The administration availed themselves of those opportunities, as a matter of duty, in the actual condition of a city

so extremely irregular and inconvenient as is Boston, in the original plan and projection of its streets. Important improvements have been made in Lynn — Ship — Thacher and Mill Pond Streets ; — in Hanover — Elm — Brattle — Court and Union Streets ; — in Temple — Lynde — Sumner and Milk Streets ; — in Federal — Orange — Eliot and Warren Streets. The expense has been somewhat less than twelve thousand dollars. (*See Note B.*) A considerable cost, in comparison, with the extent of the land taken ; but reasonable and not more than might be expected, when considered with reference to the nature of the improvements, for the most part in thick settled parts of the city, where the land taken was very valuable and the improvement proportionably important.

Another object of attention during the past year has been the drains. The ancient system by which these were placed on the footing of private right was expensive and troublesome to individuals, involving proprietors in perpetual disputes with those making new entries, and was particularly objectionable as it respects the city, as that in a degree, it made our streets the subjects of private right, and as such placed them out of the control of the city authorities.

The principle adopted was to take all new drains into the hands of the city ; — to divide the expense as equally as possible among those estates immediately benefited ; upon principles applicable to the particular nature of this subject, and retain in the city the whole property both as it respects control and assessment. In its first stages such a system must necessarily be expensive ; but the result cannot fail to be beneficial and in a course of years profitable. During the past year, the city has built above Five Thousand feet of drain, — one thousand feet of which is twenty inch barrel drain, of this the city is now sole proprietor. It has already received more than one half the whole cost from persons whose estates were particularly benefited ; and the balance amounting to about four thousand five hundred dollars, is in a course of gradual, and as it respects

the far greater part certain, ultimate collection. Considering the effect which well constructed drains must have upon the city expenditure in respect of the single article of paving, there can be but one opinion upon the wisdom and economy of this system.

A new Mall has been nearly completed on Charles Street, and all the missing and dead trees of the old Malls, the Common and Fort Hill, have been replaced with a care and protection, which almost insure success to these ornaments of the city.

The proceedings of the Directors of the House of Industry and the flattering hopes connected with that establishment would require a minuteness of detail, not compatible with the present occasion. They will doubtless be made the subject of an early and distinct examination and report of the City Council.

Two objects of very great interest to which the proceedings of last year have reference, remain to be elucidated. The purchase of the interest of the proprietors of the Rope Walks, west of the Common ; and the projected improvements about Faneuil Hall Market.

The citizens of Boston, in a moment of sympathy and feeling for the sufferings of particular individuals, and without sufficient prospective regard for the future exigencies of the city, had voluntarily given the right of using the land occupied by the Rope Walks, to certain grantees, for that use. In consequence of the exclusion of the water by the Mill Dam, a tract of land has been opened either for sale, as an object of profit, or for use, as an object of ornament, with which the rights of these proprietors absolutely interfered. It was thought that no moment could be more favorable than the present to secure a relinquishment of those rights. An agreement of reference has been entered into, with those proprietors, and the amount to be paid by the city for such relinquishment, has been left to the decision of five of our most intelligent, independent and confidential citizens, with whose decision, it cannot be questioned that both parties will have reason to be satisfied, notwithstanding

ing it may happen that their award on the one side may be less, or on the other, more than their respective previous anticipations.

Touching the projected improvements, in the vicinity of Faneuil Hall Market, not only the extreme necessities of the city, in relation to space for a market, have led to this project, but also the particular relations of that vicinity have indicated the wisdom and policy, even at some risque and sacrifice, of bringing together in one compact, efficient and commodious connexion, the northern and central sections of our city, so as to facilitate the intercourse of business and enterprize between them, and bring into market, and into use, and into improvement, parts of the city, at present old, sightless, inconvenient, and in comparison with that competency, which must result from a judicious arrangement, at present absolutely useless.

Both these measures of the City Government, relative to the Rope Walks and to Faneuil Hall Market, will necessarily lead to what, to many of our citizens, is an object of great dread, a city debt.

As this is a subject of considerable importance, and touches a nerve of great sensibility, it ought to be well considered and rightly understood by our fellow-citizens. I shall, therefore, not apologize, for making, on this occasion, some observations upon it.

The right to create a debt is a power, vested by our charter, in the City Council. Now this, like every other power, is to be characterized by its use. This may be wise and prudent, or the opposite, according to the objects, to which it is applied; and the manner and degree of that application. Abstractedly a debt is no more an object of terror than a sword. Both are very dangerous, in the hands of fools, or mad-men. Both are very safe, innocent and useful in the hands of the wise and prudent.

A debt created for a purpose, like that which probably will be necessary in the case of the Rope Walks, that of relieving a

great property from an accidental embarrassment, is no more a just object of dread, to a city, than a debt created for seed wheat, is to a farmer ; or than a debt for any object of certain return, is to a merchant.

So in the case of Faneuil Hall Market ; what possible object of rational apprehension can there be in a debt, created for the purpose of purchasing a tract of territory ; whose value must be increased by the purchase ; which if sold cannot fail to excite a great competition ; and if retained, the incomes of which, so far as respects the market, are wholly within the control of the City Authorities ? It is possible indeed, that more may be paid for some estates than abstractedly, they may be worth. It is possible that great changes may take place in the value of real estate, between the time of the commencement, and the time of completing such a project. But the reverse is also quite as possible. Providence does not permit man to act upon certainties. The constitution of our nature obliges him, in every condition and connexion, to shape his course of conduct by probabilities. His duty is to weigh maturely, previous to decision, to consider anxiously both the wisdom of his ends, and the proportion of his means. Once decided, in execution he should be as firm and rapid, as in council, he has been slow and deliberate ; cultivating in his own breast, and in the breasts of others, just confidence in the continuance of the usual analogies and relations of things.

The destinies of the City of Boston, are of a nature too plain to be denied, or misconceived. The prognostics of its future greatness are written on the face of nature, too legibly, and too indelibly to be mistaken. These indications are apparent from the location of our city, from its harbor and its relative position among rival towns and cities ; above all, from the character of its inhabitants, and the singular degree of enterprize, and intelligence, which are diffused through every class of its citizens. Already capital and population is determined towards it, from other places, by a certain and irresistible power of attraction.

It remains then, for the citizens of Boston to be true to their own destinies; to be willing to meet wise expenditures and temporary sacrifices, and thus to cooperate with nature and providence in their apparent tendencies to promote their greatness and prosperity; thereby not only improving the general condition of the city, elevating its character, multiplying its accommodations and strengthening the predilections, which exist already in its favor; but also patronizing and finding employment for its laborers and mechanics.

It is true the power of credit, like every other power, is subject to abuse. But to improve the general convenience of the city, to augment its facilities for business, to add to the comfort of its inhabitants, and in this way to augment its resources, are among the most obvious and legitimate uses of that power, which doubtless, for these purposes, was entrusted to the City Council.

Having thus explained some of the principal proceedings and sources of extraordinary expense, occurring during the past year, I feel myself bound to make some general remarks, on the nature of the office I have had the honor to hold, and to which the suffrages of my fellow citizens have recalled me. It is important that a right apprehension should be formed concerning its duties, its responsibilities, the powers it ought to possess, and what the people have a right to expect, and what they ought to exact, from the possessor of it. And I do this the rather, because I am sensible that very different opinions exist upon this subject. There are those, who consider the office very much in the light of a pageant, destined merely to superintend and direct the general course of administration, to maintain the dignity, and to "dispense the hospitalities" of the city, and who deem the office in some measure degraded by having any thing of a laborious or working condition connected with it; and I am well aware that the practice in other cities justifies such an opinion. I have not thought, however, gentlemen, that a young and healthy republic, for such the City of Boston is,

should seek its precedents, or encourage its officers in looking for models, among the corrupt and superannuated forms of ancient despotisms. On the contrary, it seemed to me incumbent on the early possessor of this office, in a state of society like that which exists in Massachusetts, and for which this city is pre-eminent, to look at the real character of that office, as it is indicated by the expressions of the charter, and exists in the nature of things, with little or no regard to the practice of other places, or to opinions founded on those practices.

In this view, therefore, my attempt has been to attain a deep and thorough acquaintance with the interests of the inhabitants and of the city; and this not by general surveys, but by a minute, particular, and active inspection of their public concerns, in all their details.

Although this course has been the occasion of much trouble, and perhaps made me obnoxious to some censure, as being busy, and perhaps meddling, with matters out of my sphere, yet I have thought it better to expose myself to those imputations, than to forego the opportunities such a course of conduct afforded of obtaining a deep and thorough acquaintance with the business and interests of the city, which the charter plainly presupposed, and indeed was necessary to fulfil the duties, in a very humble degree, which it made incumbent. And the more experience I have had in the duties of this office — the more I feel obliged, both by precept and example, to press upon my fellow citizens the necessity of considering this as a business office, combining as indispensable requisites: — great zeal, great activity, great self-devotion, and as far as possible, a thorough acquaintance with the relations of the people.

Nor is it only necessary that these qualities should at all times be exacted of the Chief Magistrate and that he should be held to a rigid exhibition of them, in his official conduct, but on the other hand, it is also necessary that all the departments should be so arranged as to throw upon him the full weight of all the responsibility which the charter attaches to his office.

Whatever has a tendency to weaken that sense of responsibility ; above all, whatever enables the Executive Officer to cast the blame of weak plans, or inefficient execution, upon others, has a direct tendency to corrupt the Executive, and to deprive the citizens of a chief benefit, contemplated in the charter.

If there be any advantage in the form of a city, over that of a town government, it lies in one single word—*efficiency*. In this point of view, all the powers of the City Council may be considered as comprehending, also, the Executive power ; of which the Mayor is but a branch. For they enact the laws, which enable his department to possess that efficiency, the charter contemplates. Now efficiency means nothing more than *capacity to carry into effect*. Whatever form of organization of any department tends to deprive the Executive of the city, of the power to carry into effect the laws, or transfers that power to others, disconnected from his responsibility, has a direct tendency to encourage the Executive, in ignorance, inactivity or imbecility ; which will inevitably, sooner or later, result, just in proportion as the organization enables him to throw the blame of mismanagement upon others, or not to hold himself accountable for it.

Within the narrow limits and in relation to the humble objects, to which the Executive power extends, its responsibility should be clear, undivided and incapable of being evaded. On the Executive should ultimately devolve the **accountability** for the efficiency of all the departments ; and **every organization is defective**, which enables him to escape from it. Every citizen, in making complaints to this officer, should be certain of finding redress, or of being pointed to the path to obtain it. And as to those general nuisances, which offend sense, endanger health, or interfere with comfort, his power should enable him to apply a remedy upon the instant, or at least as readily as the nature of the particular subject matter permits ; and to effect this, not by reference, — not by writing supplicatory letters to independent Boards, but personally, by application of means

in his own hands ; or by Agents, under his control, and for whom he is responsible.

The true theory of the form of government, which our fellow citizens have chosen, results in a severe responsibility of the Executive power, and with it are identified the true interests of the citizens and the real advantages of a city organization. But responsibility implies a coextensive power as its basis. The one cannot and ought not to exist without the other. The Charter makes it the duty of the Mayor "to be vigilant and active at all times, in causing the laws for the government of the city to be duly executed and put in force." Now how can vigilance and activity be expected in an officer, in relation to a great mass of laws, and those of the most critical and important character, the execution of which is formally and expressly transferred to others ; with whose execution if he directly interferes, he takes the risque of giving offence to the nice sense of honor and right of an independent Board ? The charter makes it his duty "to inspect the conduct of all subordinate officers in the government thereof, and as far as in his power to cause all negligence, carelessness, and positive violations of duty to be prosecuted and punished." Now how can he do this, when those, who execute your laws do not consider themselves as subordinate and are justified in that opinion by the form and circumstances of their organization ?

Again the Charter plainly implies, that the Mayor of this city should make himself acquainted thoroughly and intimately with all its great interests, "with its finances, its police, its health, security, cleanliness, comfort and ornament."

Now what encouragement is there to endeavor to fulfil these duties, when any of its great interests are so constituted or vested, that he has no control over them, nor any power of making any inquisition into their state or conduct, except by personal solicitation and request ; — not denied, indeed, out of politeness and respect, but perhaps granted, not because he has a right from his official relation to claim, but because, on the

present occasion, there exists a willingness to give, the desired information?

The organization of the Executive power by division among independent Boards has a direct tendency to corrupt a weak Executive officer and to embarrass one of opposite character.

The study of the former will naturally be to get along easily ; for this purpose he will yield whatever power another department is disposed to take for thus *his* responsibility is diminished ; and instead a single definite, decided official action, on every occasion giving security to the citizen, regardless of personal consequences, his course will be timid, shuffling, and compromising ; beginning with the vain design of pleasing every body ; and ending with the still vainer, of expecting, in this way, long to maintain either influence or character.

An Executive, on the contrary, who is firm and faithful to the Constitution of the City, will exercise the powers it confers. He will claim the right to inspect all subordinate officers ; he will consider every branch of Executive power, emanating from the City Council as subordinate by the Charter to the City Executive. He will claim of all such an accountability that will enable him to understand every interest of the city in detail. Such a course would, probably, sooner or later lead to controversies concerning the rights and dignities of independent Boards ; — to heart-burnings and jealousies — perhaps to pamphlets and newspaper attacks, which if he does not answer, it will be said, that it is because he cannot ; — and which if he does answer, will lead to a reply and that to a rejoinder ; — and thus the Executive of the city, instead of a simple and plain exercise of power, humble and limited in its sphere, yet important to be both efficient and unembarrassed, may be harassed with disputes about the pretensions, authorities and dignities of rival powers ; vexatious and unprofitable ; terminating in nothing but divisions in the city and inefficiency in the execution of the laws.

I have deemed it my duty to express myself thus distinctly,

and in a most unqualified manner, upon this point; and the rather, thus publicly, because opinions in this respect are liable to be misrepresented, or misunderstood. On such occasions therefore, I choose to throw myself on the intelligence and virtues of the mass of my fellow citizens; whose interests, as I understand them, it is my single desire steadily to pursue, and who, whether they coincide, or differ with me, in relation to the particular mode of pursuing those interests, will, I have a perfect confidence, justly appreciate my motives.

The result of my experience during the past year, on this subject, is this, that the interests of the city are most deeply connected with such an organization of every branch of Executive power, as that the ultimate responsibility, for the execution should rest upon the Mayor; and which he should therefore, be incapable of denying, or evading. That at all times, the blame should rest upon him without the power of throwing it off upon others, in case of any defect of plan, or any inefficiency in execution.

In making these remarks, I trust I shall not be understood as not appreciating as I ought, in common with my fellow citizens, the exertions and the sacrifices of those excellent, intelligent and faithful men, who in present and in past times, with so much honor to themselves, and advantage to the community, have administered the concerns of independent departments. I yield to none of my fellow citizens, in my sense of gratitude and respect to them, both as officers and individuals. But the organization of a city, is, in the nature of things, essentially different from that of a town. The relation to the city in which I have been placed, have compelled me to contemplate, and prospectively to realize the certain embarrassments, which must result from an organization of the Executive department; varying from that simplicity which the charter establishes, as likely, deeply to effect the efficiency of the system, now upon trial; and to encourage, and sooner or later to introduce both imbecility and inactivity into an office, which

can alone be beneficial to the city, when it is possessed by directly opposite qualities.

I have no apprehension that my fellow citizens will attribute these suggestions, to a vulgar and vain wish to extend the powers of an office, holden but for a year, on the most precarious of all tenures. The efficiency of this new form of government is mainly dependent on its simplicity, and on the fact that its responsibility is undivided, and cannot be evaded if the departments be organized on charter principles. Much of the benefit of the new system, will depend on the spirit which characterises its commencement. On this account, the individual now possessing the Executive power, is anxious on the one hand, that none of its essential advantages should be lost through any timidity on his part, in expressing opinions, the result of his experience, or through any unwillingness to incur any labor, or meet any just responsibility. On the other, he has no higher ambition than by a diligent, faithful and laborious fulfilment of every known duty, and exercise of every charter right, to set such an example, and establish such precedents as will give to this new government a fair impulse, and a permanent and happy influence upon the destinies of the inhabitants of this city.

Gentlemen of the City Council,

It is the felicity of all who are called to the Government of this City, that they serve a people, capable of appreciating, and willing actively to support, faithful and laborious efforts in their service. A people, in all times distinguished for uniting love of freedom with respect for authority. May it be your happiness, as it will be your endeavor to maintain those institutions, under which such a people have been elevated to so high a degree of prosperity! Under your auspices, may the foundations of the fabric of their greatness be strengthened, its proportions enlarged, its internal accommodations improved! May the spirit of liberty, and the spirit of good government continue

to walk hand in hand, within these venerable walls ; consecrated by so many precious recollections. And when we shall have passed away, and the places which now know us, shall know us no more, may those who come after us, be compelled to say, that the men of this age were as true to the past and the future, as to their own times ;— that while they had preserved and enjoyed the noble inheritance, which had descended to them from their ancestors, they had transmitted it not only unimpaired, but improved to their posterity.

NOTE A.

This statement here made relates to the general result of the operations for the year. These were twofold. The first, occasional, by hired teams immediately after the organization of the City Government, the last year, and having for its object the thorough cleansing of the streets, lanes and alleys of the city.

This first cleansing cost	\$1,400
By it upwards of three thousand tons weight of filth and dirt were ascertained to be removed from the surface of the streets, &c.	
The second was permanent, and took place subsequently. The cost to the first of March was —	
For horses, harness, teams, sleds	\$700
For sundries, including horse keeping, stable hire, farriers' bills, repairs, &c.	700
Drivers	600
Superintendent and sweepers	1,800 — 3,800
Expense of the whole	\$5,200
At which expense, city work, not connected with streets, has been done, which would have cost the city, according to the account and estimate of Aldermen Patterson and Eddy,	1,000
Value of horses and teams, on hand	600 — 1,600
Thus at the expense of	\$3,800

Three thousand tons of filth were removed as above stated, by the first operation ; two thousand eight hundred tons of manure were collected and have been used, part on the City lands, part on the Common and Neck, or part at

South Boston — part sold, or now on hand. Besides which, many hundred tons of dirt have been carted to the Common and elsewhere, of which no account has been made, or could be taken. Had the whole manure been sold at the price at which a part has been, one dollar the ton, as it probably might have been; — the receipt would, with the extra work done for the city remunerated the whole expense of the permanent system. The next year, the result will be distinctly ascertained, as it is intended to send no more manure to South Boston — little or none will be wanted on the Common; and the value of it as an article of sale will put the expediency, or inexpediency of continuing the system beyond a doubt.

NOTE B.

In Federal Street	\$100 00
In Lynde Street	258 00
In Lynn Street	200 00
In Hanover Street	1,387 09
In Milk and Congress Streets	933 75
In Union Street	1,802 92
In Brattle Street	2,850 00
In Orange and Eliot Streets	273 45
In Court Street	178 06
In Mill Pond Street	3,011 50
In Thatcher Street	550 00
In Temple Street	55 00
In Ship Street	193 87
	<hr/>
	\$11,793 53

INAUGURAL ADDRESS

OF

JOSIAH QUINCY,

Mayor of Boston.

DELIVERED AT FANEUIL HALL,

MAY 1, 1825.



BOSTON:

ROCKWELL & CHURCHILL, CITY PRINTERS.

1894.

[NOTE. — Not being able to obtain a copy of the original pamphlet, if such were printed, the following is copied from Quincy's "Municipal History," pp. 388-392.

W. H. W.]

INAUGURAL ADDRESS.

JOSIAH QUINCY.

DELIVERED MAY 1, 1825.

THE MAYOR'S INAUGURAL ADDRESS, MAY, 1825.

Gentlemen of the City Council:

I HAVE again to acknowledge my grateful sense of the confidence of my fellow-citizens, expressed by their suffrages ; and to renew assurances of my endeavors to evince my gratitude, by increased zeal, activity, and devotion to their interests.

Whatever success has attended the administration of city affairs, is chiefly to be attributed to those excellent and faithful men, who for the two years past have composed the Board of Aldermen. It is impossible for me to speak too highly of their disinterested and laborious services ; or to separate from them, in official relations, without expressing my personal obligations for the uniform respect, confidence, and urbanity, with which all their proceedings have been characterized, both as it respects myself and each other. Their persevering and firm pursuit of the interests of the city, often under circumstances of great delicacy and difficulty, entitle them to be ranked among its distinguished benefactors.

Nor ought I to permit the occasion to pass, without paying a similar tribute to the labors and fidelity of the last Common Council.

It will be expected, perhaps, that, on this occasion, I should

speak of the measures of the last year, and of the success which has attended them; such as the establishment of an auditor's department; the new organization of that of health; the connecting the system of scavengers with that of the House of Industry; the farther extension of Faneuil Hall Market, and others of a less obtrusive character. All these have been conducted, as far as I have been informed, generally to the satisfaction of our fellow-citizens; and I know that the detail of results would still farther justify that satisfaction.

I prefer, however, to occupy the present moment with inquiries concerning future duty, rather than with illustrations of past success. The charter of the city has made it incumbent on its executive officer to inform himself on all subjects connected with its prosperity and happiness, and to recommend measures for the advancement of both to the City Council. This injunction it has sanctioned with the solemnity of an oath. In obedience to these obligations, thus sacredly enforced, I hasten to a topic, deeply interesting to the prosperity, safety, and character of this city, which events and experience press upon the mind with an intense and absorbing interest. I do this the rather because the subject is of high responsibility; touches some interests and more prejudices; and is also of a nature easily to be mistaken and misrepresented. This subject, therefore, is one on which it is the incumbent duty of him, who is intrusted with the chief office in this city, to form and to express a decided opinion, and to leave no doubt concerning his own path, in relation to it; and none concerning his opinion of the duty of others.

What though the development of this opinion may effect that evanescent splendor, which is called popularity? Of what value is any popularity, which will not bear the hazard of fulfilled duty? Precious as is the possession of the confidence of fellow-citizens, yet even this is more worthless than "the light dust of the balance," in comparison with the infinite consequence of possessing the consciousness of deserving it.

The topic to which I allude, relates to the effect, under a city organization, of the existence of independent executive boards, and the consequences of the particular form of constituting those which exist in this city.

The existence of such boards is an anomaly under a city organization; is inconsistent with the theory of, or any known practice under, such a form of government; and seems also incompatible with the attainment of the objects which the people propose to themselves in establishing it.

In every other city the representative body, chosen by the people, as their city council, has the control of every relation of a municipal character, whether it affect economy, protection, or general superintendence. If, in any case, it act through the instrumentality of boards, the members of such boards are selected by it, and responsible to it, in like manner as the members of the City Council are, in their turn, responsible for such selection, as well as for all their other acts, to the people.

In all this there is a manifest simplicity, calculated to produce harmony and energy. The people, who look only to their City Council, know who to blame, if there be fault. The City Council, on the other hand, when any good is to be effected, is not embarrassed by fears of trenching upon rival authorities, of awakening jealousies, or of being troubled with contests about jurisdictions.

The objects a people propose to themselves in forming a city government are, efficiency and responsibility. Now, can any have a more obvious tendency to obstruct, or defeat both, than an organization which severs from each other naturally allied portions of municipal power, and divides them out by very indistinct limits among independent boards? Can any thing be better calculated to create discord, jealousies, and controversies in a community?

The form of constituting these boards, under our city charter, is still more exceptionable; and, what is very extraordinary, is

just as inconsistent with the practice of the ancient town government, as it is with the theory of city organization.

Under the town government all the boards, of Firewards, Overseers of the Poor, and School Committee, were chosen by the votes of *all* the inhabitants, in a general ticket. The theory and practice of the town government was, that *those officers, in whose character and adaptation to their office, all the citizens had an interest, should be chosen by the major voice of all the citizens.*

Two consequences obviously flowed from this mode of election. 1st. A concurrence of *a majority of all* the citizens being requisite for a choice, the candidates were, for the most part, selected from men of high, general character, and from no local or sectional considerations; whereby a very fair proportion of the general talent and respectability of the town was necessarily infused into those boards. 2d. The form of election being by general ticket, previous consultation was had, not only in relation to the adaptation of the candidate for the office, but also of the adaptation of candidates to one another; so that the board might be composed of men agreeable to each other, and thus capable by consentaneousness of views and feelings, to produce a similar consentaneousness of system and action.

The necessary effect of this form of election was to enlarge the sphere out of which candidates could be obtained. Men being always more willing to undertake an office of a laborious and responsible character, when they know, previously to their election, with whom they are likely to be associated.

These consequences are obvious, and were among the causes of the long and happy organization of those boards, under the town government.

These advantages are in a great measure, and some of them wholly, lost under the provisions of our city charter.

Instead of being chosen by *all* the citizens, by a general ticket, the members are divided among the wards, each choos-

ing. its proportion. The fundamental principle of the ancient town government,—that officers, in whose character and adaptation all the citizens had an interest, should be chosen by the major voice of all,—has thus been abandoned. All the inhabitants of the city have consented to barter the common right they formerly enjoyed, of having a voice in choosing the *whole*, for the sake of an exclusive right, in wards, of choosing *a twelfth part*. And the power the whole people of the city once possessed of attaining *a certain result, conformably to the general will*, has thus been exchanged for the chance of attaining *an uncertain result of twelve particular wills*, co-existing in that number of wards.

I speak of these consequences with the more freedom, because I know they are felt and acknowledged by very many of our most intelligent and patriotic citizens; and because I have been made officially acquainted with the fact, that the effect produced by the present mode of electing these officers has been, in many instances, the openly avowed reason of declining to become candidates by some, and of the resignation of these offices by others.

The nature and extent of this evil is not to be appreciated by any estimate, since every form of organization, which tends to render wise, faithful, and business men unwilling to serve a community, is productive of mischiefs altogether incalculable.

Touching the remedy for these evils, the obligations of the city charter compel me to speak distinctly and unequivocally.

Under a city organization there is no mode of selecting such boards, consistent with harmony, efficiency, and responsibility, except, their election by the City Council.

Every other mode establishes, or gives to such board a color to assume the character of independence. And wherever this quality exists, or is assumed, jealousies, rivalries, claims of jurisdiction, and contests for authority between it and the City Council, are inevitable.

The station I have had the honor for the last two years to

hold, has compelled me to witness past embarrassments, and to realize those which are to come, in consequence of this unprecedented organization of city power. Between the City Council, the Overseers of the Poor, and the School Committee, very serious and difficult questions have already arisen, and are yet unsettled. Nor is it possible, in the nature of things, that such controversies should not arise and be productive of bitterness and discord, so long as in the great interests of protection against fire, of education, and of support of the poor, the right to manage and expend money is claimed by one board, and the right to regulate, appropriate, and call to account is vested in another.

As I have no question concerning the remedy, so also I have none concerning the mode in which it ought to be sought. 1st. By an arrangement of the details by the City Council relative to each board, conformably to the subject-matter of its power, predicated on the principle of election by that body. 2d. By an application to the legislature for its sanction of those details and of that principle. 3d. By an ultimate reference of the whole, for the approbation, by general ballot, of our fellow-citizens.

Let it not be objected to such an attempt, that it will be construed into "a grasp after more power," by the City Council, and be opposed from jealousy, or prejudice. Those who thus object, do but little justice to the thoughtful and prescient character of the citizens of this metropolis; at all times as distinguished for justly appreciating the necessities of legitimate power, and for a willingness to yield whatever is plainly requisite for a vigorous and responsible action of constituted authorities, as for a keen perception and quick resistance to tyrannical control.

Grant, however, the attempt should fail, what then? The City Council stand before the public and before heaven, with the proud consciousness of fulfilled duty; discharged from all accountability for the inconveniences and embarrassments,

which cannot fail to flow from the present organization so long as it exists.

For myself, whatever may be the event, I shall have the satisfaction of that internal assurance, which is better than all human approbation, that none of the evils which may occur, can be attributed either to the want of anxious precaution, or to the shrinking from just responsibility, in the executive officer. Nor have I any apprehension that these remarks will be construed into any reflection upon the gentlemen who now hold, or who recently have held seats in either of those boards. Many of them are among the most intelligent and patriotic of our fellow-citizens. Some of them, I know, concur in the general opinions above expressed. The subject has reference to the necessary and obvious effects of a particular organization of our city government, of which I am bound to speak, according to the state of my convictions, with a plainness authorized by the charter and required by the oath it has imposed. These obligations fulfilled, I leave every thing else to the candor, the intelligence, and virtue of my fellow-citizens, in which I repose an entire confidence.

Gentlemen of the City Council:

The events of the past years of our city organization are full of satisfaction and encouragement. Between the branches and between the members of the City Council there has uniformly existed a harmonious, urbane, and conciliatory intercourse. The interests of the city have been studied and pursued with an exclusive eye, and a firm, unhesitating step. *

Neither the spirit of selfishness, nor the spirit of party, has ever dared to mingle its unhallowed voice in the debates of either branch of the City Council. These are proud recollections, as it respects the past; and happy auguries, as it respects the future.

May they continue and be multiplied! May the members of

the present, like those of former City Councils, close their labors with the approbation and applause of the multitude of their brethren ; as those, who have sought with singleness, sincerity, and success, the interest and honor of the city ; the improvement of its accommodations, the enlargement of its resources, and the advancement of all the means which constitute a prosperous, happy, and virtuous community.

AN
ADDRESS
TO THE
BOARD OF ALDERMEN,
AND
MEMBERS OF THE COMMON COUNCIL,
OF BOSTON,
ON THE
Organization of the City Government,
JANUARY 2, 1826.

BY JOSIAH QUINCY,
Mayor of the City.

BOSTON:
TRUE AND GREENE, CITY PRINTERS.
.....
1826.

CITY OF BOSTON.

IN COMMON COUNCIL, January 2, 1826.

Ordered, That Messrs. Tracy, Farnsworth, and Peabody, with such as the Board of Aldermen may join, be a Committee to wait upon the Mayor, and present him the thanks of the City Council, for the Address delivered to them this day, and to request a copy thereof for the press.

Sent up for concurrence.

WILLIAM BARRY, *President Pro Tem*.

*In the Board of Aldermen, January 2, 1826....*Read and concurred, and Aldermen Marshall and Oliver are joined.

JOSIAH QUINCY, *Mayor*.

ADDRESS.

Gentlemen of the City Council:

To express gratitude for this renewed instance of the confidence of my fellow-citizens, and to repeat assurances, of a zeal and fidelity in their service, in some degree proportionate to that confidence, are natural and suitable on the present occasion. It cannot be expected that he, who sustains the complicated relation of chief magistrate of this city, let his endeavours be what they may, should at all times satisfy the often conflicting passions and interests, always, necessarily, existing in so great a community. Much less can it be expected from the individual, who, through the indulgence of his fellow-citizens, is now permitted to enjoy that distinction. In all cases, however, of doubt and difficulty, that individual will rest confidently for support, even with those who differ with him in opinion, on the consciousness, which he trusts his general course of conduct will impress, that every act of his official conduct, whether acceptable or otherwise, proceeds from a single regard to the honour of the city, and to the happiness and best interests of its inhabitants.

It is with great delight, gentlemen, that I must here pay a tribute, justly due to the wisdom and public spirit of all our former city councils. Their harmony, in relation to objects of public improvement, their vigilance in maintaining the checks of our city charter, and the reciprocal co-operation of the branches and members in advancing the general interests of the city, without local, party, or selfish considerations, are facts at once exemplary and encouraging; the results of which are apparent in our streets, in our public buildings, in the aug-

mented value of our city lands, and in the increasing satisfaction of our fellow-citizens, with their new form of government.

The unquestionable evidence derived from our recent census has fulfilled the expectations of the most sanguine ; and has put beyond question, that the increase of this city, during the five years past, has been, to say the least, not inferior to that of any of our maritime cities, on the previous, actual basis of its population.

This fact may be considered as conclusive on its future prospects. For if, at a time when universal peace among European nations has changed and limited the field of commercial enterprise, on which the greatness of this city was once supposed, in a manner, altogether to depend, it appears that, notwithstanding this change and limitation, its growth, instead of being diminished, is increasing with a rapidity, equal to that of the most favoured of our commercial cities, it follows, conclusively, that our greatness is not altogether dependent upon foreign commerce, and also, that the enterprise, capital, and intelligence of our citizens, determined inwards and active upon agriculture, manufactures, and in our coasting trade, are producing results even more auspicious than our foreign commerce, in its most prosperous state, ever effected. Than which, to the patriot's heart and hope, no facts of a mere physical character, can be more encouraging or delightful.

Similar grounds for satisfaction will be found in comparing the increasing results of the aggregates of our valuation, and the decreasing results of the ratio of our taxes. During the five years from 1821 to 1825, inclusive, it appears by the Assessors' records that the whole aggregate of real and personal property in this city increased from twenty millions, three hundred thousand dollars, to twenty-six millions, two hundred thousand ; making a regular annual increase of about one million, two hundred thousand dollars. Of which increased capital, it will appear, by comparing the aggregate of 1821 with that of 1825, that four millions, five hundred thousand have been

invested in real, and one million five hundred thousand, in personal estate.

During this period, it is true, as is inevitable in a progressive state of society, increasing daily, not only in numbers, but in municipal exigencies and requisitions for expenditures, on account of improvements, the amount of our taxes have increased in the aggregate. Yet, at the same time, owing to the increased aggregates of our valuation, the ratio of assessment has diminished. Thus, if the ratios of assessment of the five years immediately preceding 1820, be compared with the five years from 1820, inclusive, it will be found that the average of the annual ratios of the former was *eight dollars and twenty-five cents* on the thousand dollars, and that the average of the annual ratios of the latter was only *seven dollars and eighty cents*. The ratio of the present year will be *seven dollars*.

A farther illustration of our general prosperity, is deducible from the fact, that, notwithstanding the amount of our taxes has increased, with the increasing wealth and population of the city; yet the ratio of uncollected taxes has, in every successive year, since the existence of our city government, been diminishing.

I have been thus precise and distinct upon this point, because discontent at any existing state of things is most likely to appear in the form of complaints relative to taxes. — Now it is obviously impossible, in the nature of things, that the assessment of taxes, in any great community, should exactly proportion the burden to the ability of each individual to bear it. Some will unavoidably be taxed more and others less than their precise proportion. It cannot, therefore, but happen, even under the best form and ratio of taxation, that there must be some, who can complain, with reason, as there will always be many, who will complain without reason. With respect to the community itself, however, as the best criterion it can possibly have of its progressive prosperity is a regular increase of its population, accompanied by a regular increase of its wealth, so

when the aggregate of its wealth increases, and at the same time the ratio of its assessments actually diminishes, it has the best evidence, the nature of things admits, that its general expenditures are not greater than the actual state of its condition and progress requires. But in such case, however, as particular expenditures may be unwise or extravagant, it is still its duty even under such circumstances, to exact from its agents a rigid accountability.

Touching the expenditures of the past year, it is not known that any of them require a particular explanation on the present occasion. In general, I apprehend, they have been satisfactory to our fellow-citizens, so far as respects their objects. And they well understand that it is, probably, in the nature of things, impossible to conduct all the details of public expenditure, with that precise economy, which an individual applies to his private concerns. I am not, however, aware, that there have been any such, during the past year, which cannot, under the circumstances of each case, be satisfactorily explained by the particular agents.

In connexion with this subject, it is impossible for me not to notice the happy effects produced by the establishment of the office of Auditor of Accounts, which carried into operation by the exemplary industry and ability of that officer, and by the indefatigable fidelity of the Committee of Accounts, has introduced an order, simplicity and correctness into that department, not only highly creditable to the city, but also facilitating, in the highest possible degree, particular inquiries and general knowledge relative to the state of our financial concerns.

Among the objects to which the attention of the City Council will be drawn the ensuing year, is that of a sufficient and never failing supply for our city of pure river or pond water, which shall be adequate for all purposes of protection against fire, and for all culinary and other domestic purposes, and capable of being introduced into every house in the city. I deem it my duty to state unequivocally that this object ought never to be

lost sight of by the City Council, until effected upon a scale proportionate to its convenience and our urgent necessities. Physicians of the first respectability, have urged this topic upon me, in my official capacity, on the ground of health, in addition to all the other obvious comforts and advantages to be anticipated from an adequate supply of such water. "The spring water of Boston, they assert to be generally harsh, owing to its being impregnated with various saline substances; and that this impregnation impairs its excellence as an article of drink, and essentially diminishes its salubrity. In the course of their practice, they say they have noticed many diseases to be relieved and cured by an exchange of the common spring water for soft water of the aqueduct, or distilled water. Hence they have been led to the opinion, that many complaints of obscure origin, owe their existence to the qualities of the common spring water of Boston." "The introduction of an ample supply of pure water, would therefore, they apprehend, contribute much to the health of the place and prove one of the greatest blessings, which could be bestowed on this city."

I am induced to bring this subject before the City Council on the present occasion, thus distinctly, from having been informed that citizens among us of the highest respectability, both in point of talents and property, seriously contemplate an association for the purpose of supplying this city with water, and of making application to the Legislature for an act of incorporation for that object. An attempt, which if made, I trust will be met by the City Council, with the most decided and strenuous opposition; and with a corresponding spirit and determination to effect this great object, solely on the account and with the resources of the city. On this topic, I deem it my duty to declare explicitly my opinion, that in such a project the city ought to consent to no copartnership.

If there be any privilege, which a city ought to reserve, exclusively, in its own hands and under its own control, it is that of supplying itself with water.

No private capitalists will engage in such an enterprize, without at least a rational expectation of profit. To this, either an exclusive right, or a privilege of the nature of, or equivalent to, an exclusive right is essential. There are so many ways, in which water may be desirable, and in such a variety of quantities, for use, comfort and pleasure, that it is impossible to provide, by any prospective provisions, in any charter granted to individuals for all the cases, uses and quantities, which the ever increasing wants of the population of a great city, in the course of years may require. Besides, it being an article of the first necessity and on its free use, so much of health, as well as of comfort, depends, every city should reserve in its own power the means, unrestrained of encouraging its use, by reducing as just as possible, the cost of obtaining it, not only to the poor, but to all classes of the community. This can never be the case, when the right is in the hands of individuals, with any thing like the facility and speed, as when it is under the entire control of the city.

In addition to these considerations, the right to break up the streets which that of supplying the city with water implies, ought never to be entrusted to private hands, who through cupidity, or regard to a false economy, may have an interest not to execute the works upon a sufficiently extensive scale, with permanent materials, thereby increasing the inconvenience and expense which the exercise of the power of breaking up the streets, necessarily induces.

A letter to me from the Superintendent of the Philadelphia Water Works, (Joseph S. Lewis, Esq.) a gentleman among those chiefly employed in their original construction, dated the 21st of December last, is so full upon this point, that I cannot refrain from quoting a considerable portion of it.

"Your object should be to have enough and to spare, and the calculation should be formed on 150. gallons for each family, which will afford a supply for washing the streets, waste by leakage, &c. ; and the experience of this city (Phil-

adelphia) fully justifies in saying that it is not too much, although in London, a less quantity is made to answer; and owing to rivalships amongst the several companies, the inhabitants have enough for drink, and for culinary and other family purposes. Yet none is to be seen in use in cleaning the gutters, washing the pavements, and various methods of consumption, absolutely essential to existence and comfort, in our climate, in three or four hot months of the year. Scarcely a fire happens of any magnitude in London, without complaints of a deficiency of water, and I have in my possession a paper, containing an account of a meeting of the Common Council of London, convened for the express purpose of inquiring into the cause, which it does not require much consideration to discover.

"It is from the fatal error of suffering interested individuals to have the supply of an article of the most indispensable nature, and without which health and comfort cannot be enjoyed. Expense is not to be regarded. If a company can supply your city, they will expect to profit by it; and this profit might as well be saved by your corporation. On the other hand, if it be a losing business, individuals should not suffer by forwarding a great public object, and if they do, the citizens will feel it by a pinched and partial supply."

"This city (Philadelphia) has expended vast sums of money out of its own resources, and if more were required, more would be cheerfully accorded. There is no one thing, in which all are so much united; and I firmly believe that if a question was submitted to the citizens, to sell to a company who would pay back the whole cost, with interest, that not a tenth of the population would agree to it. The increased security from fire, the abundant supply for washing the streets, the copious streams, afforded for baths, for cleanliness, and, in short, many other advantages, are such and so well appreciated, that no money could purchase the surrender of the works.

"The whole cost of the water works, including the pipes for

distribution, previous to the erection of the new water works, was \$1,138,857, without adding interest. Yet, such was the eagerness for a more abundant supply, that a unanimous sanction was given to the new plan, which has happily succeeded, of raising the water by water power; the cost of which may be put down, including the river rights at . . . \$150,000

"And in addition to this, iron pipes are substituted for those of wood, the cost of which, thus far, may be called 150,000

"Amounting, in the whole, to . . . \$600,000

"This sum, added to that before mentioned, with the interest paid, will amount to more than two millions of dollars.

"I have said thus much to hold out an inducement to your city to persevere in obtaining a supply, and have held out our example to show that cost is not to be regarded by us in so essential matter. We have been pioneers for our sister cities, who may now practically obtain a supply of water, without paying for the cost of our experiments."

Other facts and documents connected with this subject will be hereafter communicated should the City Council deem it expedient to take it seriously into consideration.

Two occasions have occurred, during the past year, which made it necessary for the mayor to examine, with great attention, the powers conferred on him by the City charter, in relation to the suppression of riots, and similar unlawful assemblies; so as to be enabled to justify, before a legal tribunal, the extreme resort, which in such cases, he might, possibly, think requisite. After consultation with the best legal advisers, it was deemed most safe for the mayor to act in the capacity of Justice of the Peace throughout the Commonwealth, which he happened to hold; inasmuch as the powers of the mayor, as expressed in the city charter, are of the most general character, and no legislative, or judicial construction has ever occurred in relation to them. The duty of the mayor, as expressed in the

city charter, is, to take care that *all laws for the government of the city* are executed. Riots, routs, and unlawful assemblies, are cognizable, only, under the laws of the Commonwealth. By these laws, the course of proceedings, and the persons entrusted with their execution, are expressly pointed out; and among them the mayor of the city is not included.

In general, it may be observed, that an undefined and exaggerated notion of the powers of the mayor has led our fellow-citizens to expect a much greater exercise of authority, in many cases, than the terms of the city charter justifies. It is, however, certain, that, in respect of riots, the mayor, by the mere virtue of his office, does not possess even the power of a justice of the peace.

It was solely, therefore, and avowedly, in virtue of a commission of the peace, and not in virtue of his office of mayor, that the first riotous assembly was met and dispersed by that officer.

Such being the relations of his power, it is obviously, in every occurring case, his duty to decide upon his responsibility, whether the particular disturbance is of a nature to justify him in compromising the unquestionable rights and duties of his office, in a case of a doubtful character, by his personal presence; or whether in the free exercise of his discretion, he should leave their remedy to the prescribed executive agents of the Commonwealth, who can act, without any censure, from an apprehended, illegal, assumption of power.

If a case has occurred, or should hereafter occur, in which any persons should, in defiance of the moral sense and general feeling of the public, adopt any measures, which would, naturally, and almost unavoidably lead to disorder and disturbances, they could not reasonably invoke the aid of the authorities of the city so long as the invited evil was confined *to themselves only*; but it is a question of very serious moment with the inhabitants of a city so distinguished for its religious and moral character, whether further checks ought not to be

provided to prevent that, — which has been merely tolerated, — from becoming the source of disturbances, of danger and of disgrace to the citizens, and their government.

It is my duty, only, to call your attention to the subject, and I shall cheerfully acquiesce in your decision.

If the mayor is to be made responsible to act, in all such cases, his powers ought to be accurately defined and his duties prescribed by law. The powers of the mayor are sufficient for all municipal purposes; and it is as much his duty to abstain from assuming to exercise powers not vested in him by his office, as it is to exercise those powers with which he is entrusted.

Gentlemen of the City Council:

The harmony which hitherto has, without interruption, been maintained between the departments, members, and branches of our city government, is among the auspicious auguries of the future greatness and happiness of this community. It will be your, and my, endeavour to maintain and increase this happy mutual understanding and respect. But difficult questions concerning duties, made complex and uncertain by the interfering passions, interests and prejudices, existing in all great combinations of men, must necessarily occur. On occasions of this character, those will be most sure to find the correct rule of truth and duty, who seek it with a sense of strict subordination to those moral and religious sanctions, under which the wisdom of our fathers laid the foundations of the prosperity of

AN

ADDRESS

TO THE

BOARD OF ALDERMEN,

AND

MEMBERS OF THE COMMON COUNCIL,

OF BOSTON,

ON THE

Organization of the City Government,

JANUARY 1, 1827.

BY

JOSIAH QUINCY,

Mayor of the City.

BOSTON:

TRUE AND GREENE, CITY PRINTERS.

CITY OF BOSTON.

IN COMMON COUNCIL, January 1, 1827.

Ordered, That Messrs. Russell, Bigelow and James, with such as the Board of Aldermen may join, be a Committee to wait upon the Mayor, and present him the thanks of the City Council, for the Address delivered to them this day, and to request a copy thereof for the press.

Sent up for concurrence.

JOHN R. ADAN, *President*.

In the Board of Aldermen, January 1, 1827.—Read and concurred, and Aldermen Bellows and Loring are joined.

JOSIAH QUINCY, *Mayor*.

ADDRESS.

Gentlemen of the City Council:

It is proper, on occasions of this kind, to survey the general relations of our City, and, from the measures of preceding City Councils and their results, to gain light and strength for future duties.

The condition of every city must be estimated from general circumstances, and particular facts. Among the former, are the state of its population, whether increasing, or diminishing; the state of its improvements, whether progressive, or stationary; above all, the state of public opinion concerning the conduct of its affairs. Among the latter, are the condition of its finances, with reference to debt and resources; and the condition of its police, with reference to order, harmony and morals. The advance of our city, in population and improvements, requires no illustration. In respect of both, it has been as rapid as there was any just reason to expect; perhaps, to desire. The satisfaction of our fellow citizens, with the general conduct of their affairs, has been indicated by recent events; the language of which cannot be mistaken, and which is, at once, consolatory and encouraging.

The state of the finances of our city is not less a subject of congratulation. Their condition has been, of late, very fully developed by reports of committees of both branches of the City Council. Nothing more will be necessary, therefore, on this occasion, than to present some general views on the subject.

The character of every financial condition depends upon comparison of debt, with resources. The mere fact of the existence, or non existence of a city debt, is, in itself, neither

a matter of praise, or blame. The right to create such a debt is a power granted by the City Charter to the City Council. Powers, granted to public bodies, are like talents, bestowed on individuals. Both are respectively responsible for the neglect, or exercise, of them. To neglect to use the power to create a debt, or any other power, on proper occasions, and for the purposes for which it was granted, is as truly an abuse, as it is to use either on improper occasions, and for purposes for which it was not granted.

Has a debt been created, by public agents, having authority to that effect? Their merit, or demerit, in this respect, depends upon the fact of its being created for proper objects, or on a just necessity. If the objects be of a nature, for which it is proper to create a debt, then merit, or demerit, depends upon the importance of the objects attained, compared with the amount of the debt created. If, by creating a debt for such objects, resources, adequate to its ultimate discharge, be also created, there is no case, in which the power to create a debt can be more unexceptionably exercised; nor can there be any, more indicative of the wisdom and financial skill of public agents; except it be, when the resources, thus created, shall be adequate, not only to the ultimate discharge of such debt, but also to add a considerable surplus to the public treasury.

The present city debt may be stated to be, in round numbers, one million of dollars. Of which, one hundred thousand was incurred under the town government, and nine hundred thousand under the city.

Of this last amount, there was incurred, for

objects of general improvement . . .	\$234,000 00
For the purchase of land west of Charles street	58,000 00
For the extension of Faneuil Hall Market .	608,000 00
Constituting the debt stated above as incurred by the City Government, of . . .	<u>\$900,000 00</u>

With respect to the above portion of the increased debt, which has been applied to purposes of general improvement, it would, perhaps, be sufficient to remark, that the circumstances of the time, and the nature of the objects, rendered the expenditures, of this class, peculiarly expedient; that the concurrence of our fellow citizens, in the measures adopted on this subject, by the City Council, has been indicated by unequivocal tokens; and those measures have, subsequently, been sanctioned by distinct marks of general approbation. It cannot, however, but be satisfactory to know the amount of the expenditures for these objects, which has been already paid, out of the funds accruing within the years in which they were authorized, and the comparative proportion, which has been cast, in the form of debt, on future years.

During the four last years, from 1823 to 1826, inclusive, there has been expended

For school houses and land	\$80,000 00
“ Engines — Engine Houses, land, and all expenses of the Fire department	34,000 00
“ Common sewers, beyond what they have as yet pro- duced	15,000 00
“ Ward Rooms and buildings at Deer Island	5,000 00
“ Widening streets, (exclusive of the operations of the Committee for the extension of Faneull Hall Market,)	106,698 00
“ Paving and repair of Streets	119,900 00
“ Buildings, and improvements, connected with the House of Industry, and Correction	90,451 00
“ Reservoirs	9,000 00
Making a gross aggregate of	<u>\$460,049 00</u>

In the above enumeration, no notice has been taken of expenditures, on account of general instruction of schools, health, cleanliness of streets, general police, or support of the poor, either by the Overseers, or the Directors of the House of Industry. The objects selected, are those of a permanent character and prospective usefulness, and which, from their nature, have a direct influence on the convenience and hopes of future

times. When, for such objects, *four hundred and sixty thousand dollars* have been expended, in a course of four years, of which *two hundred and thirty thousand* have been paid out of funds accruing within those four years, it seems altogether unexceptionable, that a like amount of *two hundred and thirty thousand dollars* should be distributed, for reimbursement, on the years which are to come.

The remaining objects, for which this increased debt has been incurred, are the lands at the bottom of the Common, west of Charles street, and the extension of Faneuil Hall Market. In the report of the Committee on the last mentioned subject, which was printed and distributed through the city, by order of the last City Council, it is, I apprehend, satisfactorily shown, that the fair estimated value of the property transferred to, or vested in, the City by that Committee is, in point of amount, not far short of the whole debt of the City. If to this be added the fair estimated value of the lands west of Charles street, no man can reasonably question that both descriptions of property, are, of themselves, alone sufficient to discharge the whole debt of the City, and also to add no inconsiderable, probably a large, surplus, to the City Treasury. Both, as available resources, have been attained by the operations of former City Councils. Both have been chief causes of the greatness of the increase of the City debt.

To this, it is no answer to say that the property, both in the Market, and in the land west of Charles street, has very intimate relations to the ornament, comfort, and health of the City, and ought never to be sold. Grant such to be the fact; it only shows, that, while the marketable value of this property, is, demonstrably, more than the whole city debt, its value to the City is still greater than its marketable value. Whereby the wisdom and fidelity of former City Councils is still more apparent; being evidenced, not only by the excess of the marketable value of this property beyond the City debt, but also, by the great excess of its value to the City, considered as a property

to be retained, over its value, considered as a property to be sold. It seems scarcely possible than any public debt can be justified on stronger grounds, than can the whole, which the City government has incurred. It has been for proper objects. It has been faithfully applied. It has created resources, sufficient if the City Council choose so to use them, to discharge, forthwith, not only the whole debt of which they have been the cause, but also the whole antecedently existing debt of the City. If the City Council do not choose so to use them, it is because, in their sound discretion, they believe them to be more valuable as a possession than as a resource. No better evidence can be given of financial skill and representative fidelity.

In relation to our police, it is not to be expected, that a City, with a population, equal to ours, can exist, with fewer interruptions of its peace, or violations of its municipal rules. Complaints, under every branch of police, have diminished, in a very extraordinary degree, during the past year. Those parts of the City, most characterized by tendency to vice and disorder, have, by the vigilance of the public officers, been kept in a state of comparative order, satisfactory to the good citizens, in their vicinity.

Looking forward to the duties of the coming year, it is a subject of congratulation that the foresight and enterprise of past years, have limited to comparatively a narrow sphere the necessity of future expenditures. Those great, obvious, and expensive improvements, — paving the Neck, — reducing Pemberton's hill, — widening Court street, the Roe-buck passage, and Merchants' Row, above all those, relieving the embarrassments resulting from the narrowness of the great central Market of the City, are finished. The City Councils of former years have taken the responsibility of exercising the powers entrusted to them, with a fearless and independent spirit; exhibiting a confidence in the virtue and intelligence of their fellow citizens, which events have shown not to have been misplaced.

I do not perceive that the City Council of the present year

will be called, by the public interest, to take the lead in any new and expensive project. Particular local improvements will be suggested, from time to time, by those, interested in their success, and will receive from the City Council that attention they may respectively merit. Circumstances indicate that our chief duty will be to finish what we have begun; to make productive the property we have acquired; to improve and correct existing establishments, rather than to devise new ones; above all to arrange our resources, on the principle of a distinct and permanent provision for the gradual extinction of the existing City debt. Circumstances seem favorable to such a system. At present, the proceeds of the City lands, when sold, with the addition of Fifteen Thousand dollars to be applied annually to the redemption of the capital, and another sum of Fifteen Thousand dollars to be applied annually to the payment of the interest of the City debt, constitute the general appropriations for those objects. The specific appropriation for the same objects, of the whole property and incomes transferred to the City by the Committee for the extension of Faneuil Hall Market, is, in my judgment, a measure of great propriety and expediency; and I recommend it. Upon general principles, it is proper, not to consider property, obtained by debt, *as property*, — that is, as a subject of complete ownership, and applicable to general objects of expenditure, until the debt, for which it was incurred, is paid. It is expedient, because such a measure would I know, give great satisfaction to many of our very judicious fellow citizens.

Should a measure, such as I suggest be adopted, it would be right, perhaps, to withdraw one of the sums of Fifteen Thousand dollars, at present appropriated for the debt, by way of offset for the old market revenues. The remaining Fifteen Thousand dollars, with the present Faneuil Hall Market and wharf revenues, will constitute an annual amount of Fifty-eight Thousand dollars, applicable to the discharge of the principal and interest of the debt; and with the proceeds of the Neck

lands, and of the lands now to be sold, transferred to the City by the Faneuil Hall Market Committee, will make a sufficient provision for the City debt, and relieve the annual resources of the City from future burden on that account.

Should these funds be placed under the supervision of Commissioners, composed of public officers, *ex officio*, appointed by the City Council, it would give a more permanent and efficient character to the system, without creating any new office, or expense. Where funds are vested in a board, exclusively charged with these duties, it is found, by experience, to introduce order and distinctness into financial relations. Their general state is more easily comprehended by the community, and the productive efficiency of the funds, is less likely to be disturbed or diverted, by general and extraneous financial exigencies.

Among the objects, to which I allude, under the heads of finishing what we have begun, and of making productive the property, we have acquired, are the making sale of the lands abovementioned, invested in the City by the Committee for the extension of Faneuil Hall Market, and which, to whatever objects the proceeds are appropriated, ought not long to be delayed; and the putting to use the parts of Faneuil Hall, formerly occupied as a market.

In this connexion, I am irresistibly impelled to express opinions, which I would willingly avoid, inasmuch as I have reason to fear, they may be at variance with those of men, whose judgments I respect; and cross interests, or views, with which I have certainly no wish to interfere. But the City Charter, by making it the duty of the Mayor, from time to time, to recommend "all such measures as may tend to improve the finances, the police, health, security, cleanliness, comfort and ornament of the City," intended, that, in fulfilling this duty, he should follow the deliberate convictions of his own judgment. To him, who holds this office and who acts, in relation to it, upon right principles, it ought to be of no consequence whatever, so

far as respects himself, whether any particular measure, he recommends, be, or be not, adopted. But, it will always be of infinite moment to his sense of well performed duty, that his deliberate views of the interests of the City should be known; and fearlessly of all personal consequences, made manifest.

Under these sanctions, I recommend that the subject of the uses, to which the vacated portions of Faneuil Hall and of the space on its Western end, shall be applied, should be considered in connection with the sale and uses, proposed to be made of the land, lying in the rear of this (the County) Court house, and between it and Court street.

This last mentioned tract of land is a most valuable property. It cannot, however, be made to produce its market worth, without previously providing for the accommodation of the courts, which occupy the building, at present in front of that land.

This subject has, hitherto, been considered as a distinct concern; and, as such, it has been proposed to erect another Court house, on that part of the land, which lies most distant from Court street, at an estimated expense of certainly not less than thirty thousand dollars, exclusive of the value of the land to be occupied by the building; which at the least fair estimate cannot, also, be worth less than ten thousand dollars.

The vacated parts of Faneuil Hall have also been considered as a distinct subject; and as such, it has been proposed that they should be fitted up, for shops and stores also, at a very considerable expense.

Should these plans be carried into effect, the consequence will be that the City will possess two expensive Court houses, in the vicinity of each other, and the City authorities will be left as occupants of an inconvenient and insufficient portion of one of them, under circumstances, with which it is impossible they can be, for many years, content. If the present opportunity be lost, of making a simple and economical arrangement, both of the public offices and of the Courts, such as the nature and

relations of this property seem, unequivocally, to indicate, I cannot question, that, before a very few years' elapse, the City Council will find themselves compelled to erect, at a great expense, a City Hall ; which expense, by taking advantage of the present occasion, may be saved.

Nothing can be more inconvenient, for facilitating business, than the location of our public offices. The Mayor and Aldermen, City Clerk, Auditor, and Officer of police, are in one building. The Assistant City Clerk, in another. The Treasurer, in a third. The Assessors, Overseers of the Poor and Directors of the House of Industry, in a fourth. Neither building convenient as it respects the other. Now the interest of the City plainly dictates that the intercourse between these different departments of public service should be made easy, by every possible, local, accommodation. By concentrating them under one roof, they would always be in a position, mutually, to derive and communicate information ; and occasionally to aid each other, in case of pressure of public business in either department ; thereby greatly increasing power, knowledge and facility, in conducting it.

Besides, not one of our public City offices is possessed of a fire proof place of deposite. All the records of the City are exposed without any, except the most common, security, against the most destructive of all elements.

These circumstances strongly impress my mind with the duty of recommending that all these important subjects, should be considered in one, general, connected view.

With respect to the location of the City Council and City offices, I conceive, there can be no place more suitable than Faneuil Hall. Since the removing of the Market and the widening of Merchants' Row, and the Roe-buck passage, the objection on account of noise, in the vicinity of that building, is greatly obviated ; and will be more, if not wholly, as soon as, by carrying into effect the proposed Marginal street, the heavy City and Country travel from Long wharf and State street, to

the northern parts of the City, shall be determined through that avenue. Besides, the meetings of the Board of Aldermen, being chiefly, and those of the Common Council, with few exceptions, wholly, in the evening, they would be but little exposed to interruption from that cause.

I say nothing, concerning the natural and proud associations, inseparable from that ancient and far famed temple of American Liberty, because, should other considerations justify, it is impossible there can be, on this subject, more than one sentiment and feeling among citizens of Boston and that deeply favorable to the connecting, by an intimate and perpetual union, all future municipal labors and character, with a place, consecrated by the patriotic services of our chiefest statesmen, and endeared by recollections of talents and virtues, which have identified the name of this City, with the earliest, the purest, and the most imperishable honors of our revolution.

In regard to economy, this consideration will favor the course I suggest. A building, capable of accommodating all the City offices, with suitable and separate rooms and fire proofs, the Mayor, Aldermen and Common Council, with their respective halls and Committee rooms, may, I have reason to believe, be erected, on the western end of Faneuil Hall, at probably a less expense, but certainly, for a sum, not materially greater, than the proposed new Court house; and, at a comparatively small expense, probably not more than the value of the land necessary to be occupied by the proposed new Court house, a room, as extensive in point of size as that at present occupied by the Supreme Judicial Court, might be prepared in this building, (the County Court house) for the Courts of the United States; and the present room, occupied by the Common Council, might be reserved for the Common Pleas. At any rate, when it is considered that this is the only mode, in which the public offices can be concentrated under one roof, except at the expense of a new City Hall, the evidence in favor of its economy is decisive. By a plan of this kind, the higher Courts of the State, and

those of the United States will be located in one building ; the City authorities, with the public offices, in another ; and the whole land in the rear of this (the County) Court house, and between it and Court street, will be left, without incumbrance or diminution, at the disposal of the City Council.

I have been thus particular in detailing my views, on this subject, because I deem the result of the deliberations of the City Council upon it, to be very important, in its character and consequences. Having conscientiously discharged my own duty, I cheerfully leave the subject to the City Council. with a certainty that they will do theirs ; and give as much weight to these suggestions, as their nature deserves ; and no more. Whether they coincide, or differ, with me in opinion, I shall equally respect and support their decision.

It is known to the City Council, that great complaints have lately existed, concerning the state of the voting lists. In relation to the duty of preparing those lists, and of responsibility for their correctness, the general opinion was understood to be, that the provisions of the City Charter had made no change, but that, as under the town government, that duty and responsibility rested on the Assessors. The Mayor and Aldermen have, accordingly, heretofore, acted under that impression ; and considered their duty to be only that of revising and amending errors, which might occur, in the voting lists, furnished, by the Assessors.

Antecedent to the last election, in consequence of a communication from the Assessors, the tenor and precise bearing of the terms of the City Charter, on this subject, were brought under the distinct consideration of the Mayor and Aldermen. By that communication it appeared that, in the opinion of the Assessors, "*the duty of making out the voting lists,*" was devolved, by the City Charter, on the Mayor and Aldermen ; and that the duty of the "*Assessors, Assistant Assessors, and other officers of the City,*" was to aid the Mayor and Aldermen, in the performance of their duty, as they might direct.

Although this construction did not coincide with former practice, or preconceptions, the Board of Aldermen immediately adjourned to the Assessors' room, and proceeded, by a committee, to execute the duty, according to the literal construction given to the charter, by the Assessors; and, calling in aid some of the Assistant Assessors, and other officers of the city, in addition to the aid given by the Assessors themselves, they caused lists, additional to the printed lists, to be made out and transmitted to the wards; — a course of proceeding which has, as far as has come to my knowledge, given general satisfaction, and obviated every difficulty, which had been the source of complaint at former elections.

The view taken by the Assessors, of the City Charter, is, as I understand, as follows. The responsibility that correct lists are made out, rests upon the Mayor and Aldermen. As incident to this responsibility, it is incumbent on them to direct the time, manner, and form of making out the voting lists. By the provisions of the City Charter, they have a right to require the aid of the Assessors, which aid, it is their duty to give. By this construction, it is not understood that the Assessors claim to be exempted from the actual labour of making out the voting lists, nor yet from the duty of comparing them with their books, and certifying their correctness; — but only that, so far as respects their fellow citizens, the Mayor and Aldermen are responsible that it shall be done, and in proper time, form and manner; and that the Assessors are responsible to them and to the City Council, that whatever aid they shall, on this subject, be required to give, shall be faithfully yielded.

Although I know, that there is not an universal assent to this construction of the City Charter, yet, as above expressed and explained, I deem it my duty not to conceal my own concurrence with it. It seems to me, not only just as a matter of construction, but that such ought to be the provisions of the City Charter, is wise and expedient, as a matter of principle. It is vital to the rights of election that the voting lists should

be correct. The duty of seeing that so essential an interest is secured, should be entrusted only with the highest executive authorities of the City ; and those who are responsible directly to their fellow citizens, through the process of election.

In conformity to the obligation resulting from this opinion, the board of Aldermen have constituted the Mayor a Committee to superintend the making out the voting lists, antecedent to the ensuing Spring elections. Under that authority, voting lists are now making out, by the Assessors, in a new, and, it is hoped, a more convenient form.

By this construction of the City Charter, it is not apprehended that the labors of the board of Aldermen will be, in any material degree, increased. The gratuitous labors of that important body of men, who have hitherto fulfilled their duties in a manner so exemplary, ought by every possible precautionary measure to be diminished ; in order to remove objections to the acceptance of that laborious and responsible office. But the duty of general superintendence and direction, the exercise of a sound judgment concerning all the great, municipal, relations of the City, and particularly concerning those which most immediately affect the elective franchise, naturally belongs to that board ; and, in this case, seems to result, from the express terms of the City Charter.

Considering the importance of the subject, and knowing that misapprehensions, existed, in relation to it, in the community, I have deemed the preceding developement due to all concerned ; to the Assessors, as well as to our fellow citizens.

I cannot close this address, without expressing my gratitude for the support yielded to me, by the recent suffrages of my fellow citizens ; under circumstances, which put to a severe trial, their justice and their confidence. The right to canvass the character and conduct of all tenants of public office and candidates for it, is essential to the existence of a republic, and inseparable from its nature. So long as such animadversions are conducted in a spirit of candor and decorum, so long as care is

taken to assert nothing but what is true, and to insinuate nothing, which circumstances do not justify ; in a word, so long as they proceed in subordination to that sublime rule of Christian Charity of doing to others, as, in exchange of circumstances, we should wish, and think right, that others should do to us, they are not only to be justified, but to be encouraged and applauded.

If, in any respect, this just measure of animadversion has been exceeded, in times past, or shall be, in times future, so far as the present incumbent of this office is concerned, it will be, as it has been, left to the free decision of the virtue, intelligence, and high sense of justice, of the inhabitants of this City, without interposition, by him, directly or indirectly, of reply, or defence.

He, who rightly appreciates the nature of this office, will consider it, neither as a place for pageantry and display, — nor yet as a vantage ground, for the vaulting of unsatisfied ambition ; — still less as a station, for seeking private ends, for advancing personal, or local, interests, or for the distributing party favors ; — but, as a condition of laborious service, including the performance of very difficult and, often, very dubious duties ; chiefly to be valued for the opportunity it affords of usefulness, and no longer to be desired, than he shall be able to deserve and attain the confidence of his fellow citizens, by a diligent and faithful upholding of the true interests of the City, and by a fearless maintaining of every essential principle of public virtue and honor, in the conduct of its affairs.

AN
ADDRESS
TO THE
BOARD OF ALDERMEN
AND
MEMBERS OF THE COMMON COUNCIL
ON THE
Organization of the City Government
JANUARY 1, 1828.

BY JOSIAH QUINCY
Mayor of the City.

BOSTON :
FROM THE PRESS OF N. HALE.....CITY PRINTER.

1828.

A D D R E S S .

Gentlemen of the City Council,

WE assemble under circumstances of great municipal prosperity, and with very decisive evidences of the content of our fellow-citizens with the general conduct of their affairs. A brief recurrence to a few of the principal relations of our city, will, however, be useful, and tend to strengthen public satisfaction and confidence.

During the first years of the city government its attention was naturally directed to important local improvements, and to the enlarging of our means of protection against the dangers to which all great cities are subject, and which the form of the ancient government was not well calculated to effect. The number and greatness of these improvements and preparations, together with the short period in which they were executed, led, necessarily, to the creation of a debt, on a scale, which excited, in some minds, apprehensions—cautious men began to fear lest an increase of debt would become the habit of the city government. The experience of the past year has shown that it is no less willing to adopt and enforce a rigid system of economy, than the practice of preceding years had shown it to be capable of using, on proper occasions, the public credit. The appropriations made at the commencement of the last year have been respected, with an exemplary strictness. None have as yet been exceeded. To one or two additions will be required; but in every instance, it is believed it will be found that they have been occasioned by circumstances, accidental in their nature, and not within the control of the expending authority; and that they can be supplied by the transfer of the surplus, existing in

other appropriations. There can scarcely be expected, in any future year a greater exactness in this respect, than the past has exhibited.

The measures adopted by the last City Council to give a permanent and efficient character to the reduction of the city debt, have been attended with all the success which was anticipated. Before the current financial year closes, more than one hundred thousand dollars of the pre-existing city debt will be discharged. It requires only a steady perseverance in the same system, to place the resources of the city on an enviable and satisfactory foundation.

The diminution of the number of complaints in every branch of police, indicates a very general content with its administration. In no preceding year has the general order been better maintained. Nor, in a population so great, and rapidly increasing, can it be expected that vice and crime should be less obtrusive, or more restrained.

It is a subject of congratulation, that the new arrangements in our health department, whereby responsibility and efficiency have been endeavored to be obtained by the concentration of its powers, in the board of Aldermen, the health physician and police officer, should have resulted in such apparent advantage. Notwithstanding a constant and increasing intercourse with Halifax, a city suffering under the most malign form of the small pox—notwithstanding the same disorder has been brought to this city in repeated instances, from that and from other cities,—and notwithstanding it has appeared with some activity in towns in our immediate vicinity, yet by the vigilance of the health department every occurring case has been detected, insulated or removed. Until the last week no instance of its having been communicated within this city is known or suspected. The circumstances of that week have been the subject of a public official statement. Since that publication only one case has occurred, and that has been promptly removed to the island. Nor is any case now known, or believed to exist within the city.

Although great credit is due to the health physician and police officer, for their vigilance and activity, yet it cannot be questioned that their labors have been diminished, and their success facilitated by the general vaccination, which took place under the authority of former city Councils.

The state of the hospital at Rainsford's Island, and its general police, so far as depends on the health physician and island keeper, is very satisfactory. Applications from the local authority of several towns, in this vicinity, to transfer their infected citizens to that establishment have been promptly granted. The willingness with which those citizens have permitted themselves to be thus transferred and even the desire, exhibited by some of them, who were individuals of great respectability in their respective towns, to avail of this privilege, in preference to remaining insulated in their own vicinity, strongly indicates the satisfaction of the public with that establishment, and their confidence in the professional ability with which it is conducted.

The general state of the health of the city is not only a subject of devout thankfulness, but is also a circumstance not to be omitted, in estimating the effects of the general arrangements of its police. Tables, founded on the bills of mortality of this city and constructed on the usual principles, show that for the four years past, from 1824 to 1827 inclusive, the annual average proportion of deaths to population has not only been less than that in any antecedent year, but it is believed less than that of any other city of equal population on record.

The bills of mortality of this place, and calculations made on them for the eleven years, from 1813 to 1823, inclusive, show, that the annual average proportion of deaths to population was about *one in forty-two*.

Similar estimates on the bills of mortality of this city since 1823, show, that this annual average proportion was for the four years, from 1824 to 1827 inclusive, less than *one in forty-eight*; for the three years from 1825 to 1827, inclusive, less than *one in fifty*; for the two years from 1826 to 1827, inclu-

sive, less than *one* in *fifty-five*; and for the last year, 1827, scarcely *one* in *sixty-three*.

Upon the usual estimates of this nature, a city of equal population, in which this annual average should not exceed *one* in *forty-seven* would be considered as enjoying an extraordinary degree of health.

Calculations of this kind are necessarily general, and exactness in precise results, owing to the uncertainty in the annual increase of population, cannot be expected; enough appears, however, from unquestionable data to justify the position that since the year 1823 this city has enjoyed an uncommon and gradually increasing state of general health, and that for the two last years it has been unexampled.

It will be recollected by the City Council that, in the year 1823, a systematic cleansing of the city, and removal of noxious animal and vegetable substances was adopted under their auspices, and have been persevered in to this period, with no Inconsiderable trouble and expense. Now, although it would be too much to attribute the whole of this important improvement in the general health of this city to these measures, yet when a new system was at that period adopted, having for its express object, this very effect, — the prevention of disease, by an efficient and timely removal of nuisances, it is just and reasonable to claim for those preventive measures, and credit to them, a portion of that freedom from disease, which has, subsequently to their adoption, resulted, in a degree, so very extraordinary. It is proper to adduce this state of things, by way of encouragement to persevere in a system, which has its foundation in the plainest principles of nature and reason, and which is so apparently justified by effects.

I am thus distinct in alluding to this subject, because the removal of the nuisances of a city is a laborious, difficult, and repulsive service, requiring much previous arrangement, and constant vigilance, and is attended with frequent disappointment of endeavours, whence it happens that there is a perpetual

natural tendency, in those entrusted with municipal affairs to throw the trouble and responsibility of it upon subordinate agents and contractors; and very plausible arguments of economy may be adduced in favor of such a system. But if experience and reflection have given certainty to my mind upon any subject it is upon this; that upon the right conduct of this branch of police, the executive powers of a city should be made directly responsible, more than for any other; and that it can never, for any great length of time, be executed well, except by agents under its immediate control, and whose labors it may command, at all times, in any way, which the necessities continually varying, and often impossible to be anticipated, of a city, in this respect, require.

In the whole sphere of municipal duties, there are none more important, than those which relate to the removal of those substances, whose exhalations injuriously affect the air. A pure atmosphere is to a city, what a good conscience is to an individual; a perpetual source of comfort, tranquillity and self-respect.

The general confidence, resulting from our fire department is an ample justification of the great expenditures which have been made, in bringing it to that state of preparation and efficiency, in which it now exists. Besides the sense of security it has induced, the direct pecuniary gain to the community is capable of being very satisfactorily estimated. Since the renovation of that department and its establishment on its present footing, the rates of insurance on real property, within this city, have been reduced *twenty per cent.* I am authorized by several Presidents of our principal insurance offices, to state that this reduction has been *solely owing* to confidence in the present efficiency of that department. The saving in this reduction of premium alone, is stated by them not to be less, on the insurable real estate of this city, than ten thousand dollars annually; in other words, it is equal to a remuneration, in three years, for the whole cost of the department. It is now

distinguished not only for the efficiency of its engines and apparatus, but by its exemplary spirit of discipline. The utmost harmony also exists among its members, officers and companies.

The expediency and mode of still farther extending our present system of public schools, so as to embrace higher branches than those at present taught in them will, probably, in some form, be brought before the City Council.

In a city, which already expends *sixty thousand dollars* annually, on its public schools; which has a capital of, certainly not less than, two hundred thousand dollars invested in school-houses alone, and whose expenses, under this head, must, from the increasing nature of its population, unavoidably increase every year, attempts to extend the existing system of instruction, must, necessarily, give occasion to much solicitude and reflection. The great interest and duty of society and its great object in establishing public schools, is to elevate as highly as possible, the intellectual and moral condition of the mass of the community. To this end our institutions are so constituted as to put every necessary branch of elementary instruction within the reach of every citizen, and to infuse, by the books read and branches taught in them, similar general views of duty and morals; and similar general principles, relative to social order, happiness and obligation, throughout the whole society. Such is the present, general character of our common schools;—so called, because they are the common right and common property of every citizen. If other and higher branches of instruction are to be added to those, embraced by our present system of public education, it deserves serious consideration, whether the duty and interest of society does not require that they should be added to our common schools; and enjoyed on the same equal principles of common right and common property. In other words, whether the new branches shall not be for the benefit of the children of the whole community, and not for the benefit of the children of, comparatively, a few.

Every school, the admission to which is predicated upon the principles of requiring higher attainments, at a specified age, or period of life, than the mass of children, in the ordinary course of school instruction at that age, or period, can attain, is, in fact, a school for the benefit of the few ; and not for the benefit of the many. Parents, who, having been highly educated themselves are, therefore, capable of forcing the education of their own children ; parents, whose pecuniary ability enables them to educate their children at private schools, or who by domestic instruction are able to aid their advancement in the public schools, will, for the most part, enjoy the whole privilege. In form, it may be general ; but it will be, in fact, exclusive. The sound principle, upon this subject, seems to be, that the standard of public education should be raised to the greatest desirable and practicable height ; but that it should be effected by raising the standard of our common schools.

Among the general principles of public policy, by which the prosperity of cities is effected, there is one, which by many of our citizens, and those of great wealth and respectability, is considered to be onerous and oppressive, and which, it is thought, has a material and injurious influence on the advancement of a city like ours, engaged in an active mercantile competition with intelligent and enterprising rival cities, in which no such principle of public policy exists. Although the subject properly belongs to the sphere of State Legislation, yet as the mischief is thought chiefly to affect this city, it seems desirable, and would give satisfaction to a very great class of our fellow-citizens, to have the practicability of a change, in this principle, submitted to the test of a public examination.

I allude to the system of *assessing taxes on the principle of an arbitrary valuation, without relief.*

Although the formal provisions of the law are so framed as to conceal the character of the principle, yet it is practically that which I have stated. It is a valuation, arbitrary in its nature, and, in point of fact, without relief.

The character of the principle is concealed by the opportunity, which is formally given to every individual, if he pleases, to exhibit previous to assessment, perfect lists of his estate. On his neglect of this opportunity the right to *doom*, — that is, arbitrarily to value and assess is assumed and justified.

Now it is notorious that, in every great mercantile city, such an exhibit would if made truly, as it respects many, be ruinous ; — that as it respects very many, it is absolutely impracticable, and that a public annual developement of the exact relation of his resources, would disastrously affect almost every man of property in society, either by embarrassing his operations, or by needlessly exposing his condition to the curious, the envious, or the inimical. When, therefore the law offers an opportunity to exhibit true lists of their property, as a privilege of which multitudes cannot avail themselves, and which it is the interest of every man in society to reject, it offers a shadow and not a substance ; it is only a formal and not a real privilege. And when it founds the right arbitrarily to assess, on the neglect of an opportunity of such a character, it exercises in effect a despotic power, not the less objectionable, on account of its being veiled under the pretence of being justified by failure to perform an impracticable or ruinous condition. To show that such is the practical character of this principle it will be sufficient simply to state that the last year, an uncommon number of persons and a greater amount of property was exhibited in previous lists than in any antecedent year in this city, yet out of more than twelve thousand taxable persons only *twenty-six* gave in such lists, and in a city the valuation of which exceeded sixty-five thousand of dollars, the amount exhibited in these lists was only *four hundred and three thousand*. A more direct proof, how nominal and fallacious this privilege to exhibit is universally deemed, could not be adduced. It is in effect, an arbitrary valuation, and it is without relief. For if this fallacious privilege be neglected, the Courts are, by statute provision prohibited

from making abatements ; and in our convention of Assessors, in all cases above sixteen dollars, it is practically a settled principle that such neglect precludes the applicant from the privilege of abatement.

Did the effect of these principles terminate with the individual, it would be of less importance, but it re-acts upon society ; and especially on a mercantile community, whose prosperity must necessarily be effected by it, in a greater or less degree.

It should be the settled policy of mercantile cities to allure and detain capitalists. Of all classes of men, these are the quickest to discern, and are in a situation the most favorable to take advantage of the relative principles which the laws and policy of different cities apply to their condition. Their activity, enterprise, and capital, give life and support to the industry of the labouring and mechanic classes. Whatever drives capitalists from a city, or makes them discontented with it, has a direct tendency to deprive those classes of their best hopes. Now, what can have a more direct and natural tendency to such an effect than the certainty that there is no escape from an arbitrary valuation and assessment, except compliance with a condition which is ruinous to some, impracticable to others, and repulsive to all? Unless indeed it be, a further certainty, which in this case, also exists, that from such an assessment, once made, there is absolutely no hope of relief!

That this city has lost important and valuable citizens, and great capitalists, in consequence of the operation of this principle, is a known fact. How many more have been deterred from uniting their destinies with ours, and have been led by it to place their capital, in employ, in other cities, it is not possible to estimate, but that there have been such is also positively known.

Other great cities, our neighbours, and honorable rivals, have no such arbitrary principle connected with their system of assessment. Having opened a correspondence with the respective Mayors of New York, Philadelphia and Baltimore on

the subject, they have each of them, with great promptitude and politeness, transmitted a transcript of the principles and course of proceedings of their respective cities in relation to assessments.

In all of these cities there seems to exist a general content with the principle on which assessment is made; whatever discontent may individually exist in the application of it. In neither of them is any exhibit of personal property required antecedent to assessment. In all of them previously to finally closing the assessment an opportunity is given to those, who deem themselves aggrieved, to be heard, and to have the assessment modified, according to the truth of their case.

The subject has great relations. I refer to it out of respect to an opinion, very general in this city, that our principles of taxation are injurious to its prosperity. It is a subject worthy of deliberate consideration, and an examination into it would give to many good citizens great satisfaction, even should the result be that a change was impracticable, or inexpedient.

For the renewed evidences I have recently received of the confidence of my fellow-citizens, I can only renew the assurance of a life and thoughts exclusively devoted to understand and pursue their best interests.

Census of Boston, taken in 1810, 33,250.

Do. of do. do. in 1820, 43,298.

Average annual increase for the above ten years, 1,004.

Census of Boston, taken in 1820, 43,298.

Do. of do. do. in 1825, 58,281.

Average annual increase in the above five years, 2,966.

ADDRESS, 1828.

TABLE I.

Estimate of the proportion of deaths in the City of Boston, to the population for each year, in a series of eleven years, from 1813 to 1823, inclusive. Together with the average proportion for the whole period.

Years.	Population.	Whole number of Deaths.	Proportion of deaths to population as 1, in
1810	33,250 1,004		
1811	34,254 1,004		
1812	35,258 1,004		
1813	36,262 1,004	786	46.13
1814	37,266 1,004	727	51.25
1815	38,270 1,004	851	44.97
1816	39,274 1,004	904	43.44
1817	40,278 1,004	907	44.40
1818	41,282 1,004	971	42.00
1819	42,286 1,004	1070	39.52
1820	43,290 2,996	1103	39.23
1821	46,286 2,996	1420	32.59
1822	49,282 2,996	1203	40.96
1823	52,278	1154	45.30
			469.79
Average proportion for the above eleven years,			42.71

TABLE II.

Estimate of proportion as in preceding table, since 1813.

Years.	Population.	Whole number of Deaths.	Proportion of deaths to population.
1823	52,278 2,996		
1824	55,274 2,996	1297	42.61
1825	58,270 2,996	1450	40.18
1826	61,266 2,996	1254	48.85
1827	64,262	1022	62.87
			194.51
Average proportion for the above four years,			48.62

Proportion of deaths as by the above table.

Years.		Years.	
1825	40.18		
1826	48.85	1826	48.85
1827	62.87	1827	62.87
	151.90		111.72
Average proportion } for three years. }	50.58	Average proportion { for two years. }	55.86

TABLE III.
Number of deaths in the City of Boston in the following years.

	1813	1814	1815	1816	1817	1818	1819	1820	1821	1822	1823	1824	1825	1826	1827
January.....	57	62	51	51	71	71	70	92	112	85	97	94	90	97	80
February.....	70	53	57	98	67	60	69	64	66	82	78	81	119	88	67
March.....	77	65	62	83	71	91	77	97	106	104	97	109	83	106	92
April.....	69	56	60	87	67	79	69	70	93	94	88	96	111	101	88
May.....	68	44	50	72	62	78	72	71	112	77	96	82	121	114	88
June.....	60	40	52	53	60	83	52	77	110	77	72	78	101	99	69
July.....	59	63	59	61	64	75	85	78	139	80	67	91	170	102	86
August.....	48	79	83	64	151	77	139	107	160	109	95	125	152	133	109
September.....	77	51	108	74	98	88	136	126	164	126	135	154	145	128	106
October.....	77	100	114	70	99	104	108	125	121	180	143	135	123	118	81
November.....	52	66	76	60	50	89	103	99	115	114	102	118	106	93	83
December.....	74	48	84	91	47	76	91	97	122	125	84	134	120	75	78
	786	727	851	904	907	971	1070	1103	1420	1208	1154	1297	1450	1254	1022

I hereby certify that the above is a true statement from the books kept in my Office.

Health Office, January, 1828.

SAMUEL H. HEWES,
Superintendent of Burial Grounds.

ADDRESS

TO

THE BOARD OF ALDERMEN,

OF THE

CITY OF BOSTON, JAN. 3, 1829.

BY

JOSIAH QUINCY,

ON TAKING FINAL LEAVE

OF THE

OFFICE OF MAYOR.

BOSTON:

PRINTED BY CROCKER & BREWSTER,

No. 47, Washington Street.

1829.

ADDRESS.

Gentlemen of the Board of Aldermen:

HAVING been called, nearly six years since, by my fellow citizens, to the office of their chief magistrate, and having, during that period, been six times honoured by their suffrages for that station, I have endeavoured, uniformly, to perform its duties, to the best of my ability; — with unremitting zeal and fidelity. At the late election, it was twice indicated, by a majority of those, who thought the subject important enough to attend the polls, that they were willing to dispense with my services. According to the sound principles of a Republican constitution, by which the will of a majority, distinctly expressed, concerning the continuance in office of public servants is, to them, the rule of duty, I withdrew from being any longer a cause of division to my fellow citizens; declaring that “no consideration would induce me, again to accept that office.” These were not words of passion, or of wounded pride, or temporary disgust; but of deep conviction, concerning future duty, in attaining which, my obligations to my fellow citizens, were weighed as carefully as those, which I owe to my own happiness and self respect.

I stand, then, to this office, in a relation, — final and forever closed. There are rights and duties, which result from this condition. It is an occasion, on which acknowledgments ought to be made; feelings to be expressed; justice to be done; obligations to be performed. To fulfil these duties, I have thought proper to seek, and avail myself of, this opportunity.

And first, Gentlemen, permit to express to you that deep and lasting sense of gratitude, which is felt, for all the kindness,

support and encouragement, with which you have lightened and strengthened official labors. In bearing testimony to the intelligence, activity, and fidelity, with which you have fulfilled the duties of your station, I but join the common voice of your fellow citizens. With me, your intercourse has been uniformly characterised by a willing and affectionate zeal ; leaving, in this respect, nothing to be desired ; and resulting, on my part, in an esteem, which will make the recollection of our association in these duties, among the most grateful of my life. Accept my thanks for the interest and assiduity, with which you have aided and sustained endeavours to advance the prosperity of this city.

I owe also to the Gentlemen of the Common Council a public expression of my obligations, for the candour and urbanity, with which they have received and canvassed all my communications. It is a happy omen for our city, that for so many successive years, the intercourse between the branches and members of its government has been distinguished for gentlemanly character, not less than for official respect. The collisions, which are naturally to be expected, in a community, **where rival interests and passions exist, have never disturbed the harmony of either council. When diversity of opinion has arisen, a spirit of mutual concession has presided over the controversy. Happy ! if in this respect, past years shall be prototypes of those, which are to come.**

To my fellow-citizens, who for so many years have supported, or endured an administration, conducted on none of the principles, by which popularity is, ordinarily, sought and acquired, I have no language to express my respect, or my gratitude. I know well that recent events have given rise, in some minds, to reflections on the fickleness of the popular will ; and on the ingratitude of republics. As if the right to change was not as inherent as the right to continue ; for the just exercise of this right, the people being responsible ;—and to bear the consequences. As if permission to serve a people at all, and the

opportunity, thus afforded, to be useful to the community, to which we belong and owe so many obligations, were not ample recompense for any labours, or any sacrifices, made, or endured, in its behalf. Is it wonderful, or a subject of reproach, that in a populous city, where infinitely varying passions, and prejudices, and interests, and motives must necessarily exist, an individual, who had enjoyed the favour of its citizens for six years, should be deprived of it, on the seventh. Is it not more a matter of surprise that it has been enjoyed so long, than that it is lost, at last?

At no one moment, have I concealed from myself, or my fellow-citizens, that the experiment carrying on, was one, very dubious in its effects on continuance in office. Who that knows the nature of man, and the combinations, which, for particular ends, at times, take place, in society, could hesitate to believe that, an administration, which should neither court the few, nor stand in awe of the many, which should identify itself exclusively with the rights of the City, maintaining them, not merely with the zeal of official station, but with the pertinacious spirit of private interest; — which, in executing the laws, should hunt vice in its recesses; — turn light upon the darkness of its haunts; — and wrest the poisonous cup from the hand of the unlicensed pander; — which should dare to resist private interest, seeking to corrupt; — personal influence, striving to sway; — party rancour, slandering to intimidate; — would, in time, become obnoxious to all, whom it prosecuted, or punished; all, whose passions it thwarted; whose projects it detected; whose interests it crossed? Who could doubt that, from these causes, there would in time, come an accumulation of discontent; that, sooner or later, the ground-swell would rise above the land-marks, with a tide, which would sweep it from its foundations?

In the first address, which, nearly six years ago, I had the honour to make to the City Council, the operation of these causes was distinctly stated; almost in the terms just used;

and the event, which has now occurred, was anticipated. Nothing was then promised except "a laborious fulfilment of every known duty;—a prudent exercise of every invested power; a disposition shrinking from no official responsibility; and an absolute self-devotion to the interest of the City."

I stand, this day, in the midst of the multitude of my brethren, and ask,—without pride, yet without fear—Have I failed in fulfilling this promise?—Let your hearts answer.

Other obligations remain. A connexion, which has subsisted long and happily, is about to be dissolved;—and forever. To look back on the past, and consider the present, is natural and proper, on the occasion. I stand indebted to my fellow-citizens, for a length and uniformity of support, seldom exemplified, in cities, where the Executive office depends upon popular election. They have stood by me, nobly, and with effect; in six trials. In the seventh, though successful, I was not forsaken.

To such men, I owe more than silent gratitude. Their friendship, their favour, the honours they have so liberally bestowed, demand return;—not in words, but in acts. I owe it to such goodness to show, that their confidence has not been misplaced;—their favour, not been abused;—and that their friendship and support, so often given in advance, have been justified, by the event.

What then has the departing City administration done? What good has it effected? What evil averted? What monuments exist of its faithfulness and efficiency?

If, in the recapitulation, I am about to make, I shall speak, in general terms, and sometimes, in language, of apparent personal reference, let it be understood, once for all, that this will be owing to the particular relation, in which I stand, at this moment, to the subject and to my fellow citizens; and, by no means, to any disposition to claim more than a common share of whatever credit belongs to that administration. This, I delight to acknowledge, is chiefly due to those excellent and faithful men, who, during successive years, have, in both

branches of the City Council, been the light and support of the government; by whose intelligence and practical skill, I have conducted its affairs, full as often, as by my own. The obligations I owe to these men, I mean neither to deny, nor to conceal. Speedily, and as soon as other duties permit, it is my purpose, in another way and in a more permanent form, to do justice to their gratuitous labours and unobtrusive fidelity.

Touching the measures and results of the administration, which will soon be past, I necessarily confine myself to a few particular topics; and those, either the most vital to our safety and prosperity, or, in my apprehension, the most necessary to be understood. Time will not permit, nor, on this occasion, would it be proper, to speak of all the various objects of a prudential, economical, restrictive, or ornamental character, which, in adapting a new organization of government to the actual state of things, have been attempted, or executed.

I shall chiefly refer to what has been done, by way of protection against the elements; — in favour of the general health; — in support of public education; — and in advancement of public morals.

The element, which chiefly endangers cities is that of — *Fire*. It cannot, at this day, be forgotten, by my fellow-citizens, with what labour and hazard of popularity, the old department was abolished; and the new established. From the visible and active energy, which members of a Fire department take in the protection of the city against that element, they always have been, and always must be, objects of general regard. Great as is the just popularity, at present, enjoyed by that Department, the same public favour was largely enjoyed by their predecessors. Those, who, at that time, composed it, were a hardy, industrious, effective body of men, who had been long inured to the service, and who, having the merit of veterans, naturally, imbibed the errors, into which old soldiers, in a regular service, are accustomed to fall. They were prejudiced, in favour of old modes and old weapons. They had

ttle, or no, confidence in a hose system ; and, above all, they were beset with the opinion that the continuance of their corps was essential to the safety of the city. More than once, it was said, distinctly, to the Executive of the city, that "if they threw down the engines, none else could be found, capable of taking them up." Under the influence of such opinions, they demanded of the city a specified annual sum for each company. It was refused. And, in one day, all the engines, in the city, were surrendered, by their respective companies. And on the same day, every engine was supplied, with a new company, by the voluntary association of public spirited individuals.

From that time, a regular, systematic organization of the fire department was begun, and gradually effected. The best models of Engines were sought. The best experience consulted, which our own, or other cities, possessed. New Engines were obtained. Old ones repaired. Proper sites for Engine houses sought ;—when suitable locations were found, purchased ; and those built ; when such were not found, they were hired. No requisite preparation for efficiency was omitted ; and every reasonable inducement to enter and remain in the service, extended.

The efficient force, and state of preparation of this department, now consists of 1,200 men and officers ; 20 engines ; 1 Hook and Ladder Company ; 800 buckets ; 7,000 feet of hose ; 25 hose carriages ; and every species of apparatus necessary for strength of the department, or for the accommodation of its members.

In this estimate, also, ought to be included fifteen reservoirs, containing three hundred and fifty thousand gallons of water, located in different parts of the city ; besides those sunk in the Mill Creek ; and the command of water obtained by those, connected with the pipes, belonging to the aqueduct.

Of all the expenditures of the city government, none perhaps have been so often denominated extravagant, as those connected with this department. But when the voluntary nature of the

service, its importance, and the security and confidence actually attained, are considered, it is believed, they can be justified.

In four years, all the objects enumerated, including the reservoirs, have cost a sum not exceeding \$60,000 which is about \$48,000 more than the old department, in a like series of years, was accustomed to cost. The value of the fixed and permanent property now existing, in Engine houses, and their sites, Engines, and apparatus, and Reservoirs, cannot be estimated at less than \$20,000. So that the actual expenditure of the new department, beyond the old, for these four years, cannot be stated at more than five thousand dollars a year, or \$20,000. Now it will be found, that, in consequence, solely of the efficiency of this department, there has been, a reduction of *twenty per cent* on the rate of Insurance, within the period above specified. By this reduction of premiums alone, there is an annual gain to the City, on its insurable real estate of \$10,000; the whole cost, remunerated, in two years. In this connexion, let it be remembered, how great is the security, in this respect, now enjoyed, by the City; and that, previously to its establishment, two fires, that in Central, Kilby, and Broad streets; and that in Beacon street, occasioned a loss to it, at the least estimate, of *eight hundred thousand dollars*!

Unquestionably, greater economy may be introduced, hereafter, into this department, in modes, which were impracticable, at its commencement; and in its earlier progress. Measures, having that tendency, have been suggested. These, doubtless, future City Councils will adopt, or substitute, in their stead, such as are wiser and better.

All the chief great expences, necessary to perfect efficiency, have been incurred. And little more remains to be done than to maintain the present state of completeness in its appointments.

Under this head of protection against the elements, may be justly included the preservation of our harbour from the effects of waves and tempests. By the vigilance and successive appli-

cation of the City government, the protection of the two great islands, on which depend the safety of our internal and external roadsteads, has been undertaken, by the general government; and works are finished, or in progress, of a magnitude and strength, exceeding all antecedent hope, or expectation.

In relation to what has been done, in favour of general health, — when this administration, came into power, of the two great branches, on which depend the health of a City, the removal of street dirt, and of that, which accumulates in and about the houses of private families, the former was almost entirely neglected, and the latter was conducted in a manner, exceedingly offensive to the citizens. So great was the clamour and urgency of the citizens, and so imperious was deemed the duty, that the records of the Mayor and Aldermen will show that the present executive, on the first day, of his office, indeed before he had been inducted into it an hour, made a recommendation to the City Council, on the subject. From that time to the present, the arrangement of those subjects has been an object of incessant attention and labour: It was until early, in the present year, a subject of perpetual struggle and controversy, — first, with the old Board of Health, who claimed the jurisdiction of it, — then with contractors, whose interests the new arrangements thwarted; — then with the citizens, with whose habits, or prejudices, or interest they sometimes interfered. The inhabitants of the country were indignant that they could not enjoy their ancient privilege of carrying away the street dirt, when they pleased; and the offal of families as they pleased. The inhabitants of the City, forgetting the nature of the material, and the necessity of its being subjected to general regulations, were also indignant, because they “could not, as they did formerly, do what they would with their own.” For three years, the right of the City to controul this subject was contested in courts of law; and it was not until last April, that the City authority overcame all opposition, and acquired by a judicial decision, complete jurisdiction, in the case.

Since that time, the satisfaction of the citizens, with the conduct of this troublesome concern, indicated not only by direct acknowledgment, but also by evidence, still more unequivocal, has equalled every reasonable wish, and exceeded all previous anticipation. I state, as a fact, that, in a City, containing probably, sixty-five thousand inhabitants, and under an administration inviting and soliciting complaints against its agents, — during seven months, from May to November, both inclusive, — amidst a hot season, in which a local alarm of infectious fever, naturally excited great anxiety, concerning the causes, tending to produce it, — the whole number of complaints from citizens, whose families were neglected by the agents of the City, made, or known to the Mayor, or to any officers of the City, amounted only to the number of *eight in a month, or two in a week*, for the whole City ! and four-fifths of these it is asserted by the intelligent and faithful Superintendent of the streets, were owing to the faults of domestics, rather than to his agents. A degree of efficient action on a most difficult subject, which it is the interest of the citizens, never to forget ; as it shows what may be done ; and therefore what they have a right to require.

I refer to this topic with the more distinctness, because it is one of vital interest, not only to this, but to all populous cities. I know not that the practicability, of establishing an efficient system, for the removal from populous cities, of these common and unavoidable nuisances, has any where been more satisfactorily put to the test. Nor has the evidence of the direct effects of such efficiency, upon the general health of the population, been any where more distinctly exhibited by facts. I speak before citizens who have enjoyed the benefits of these arrangements, who now enjoy them ; who see what can be effected ; and what it is reasonable, therefore, for them in this respect to claim, at the hands of their public agents.

I cannot close this head without referring to the tables connected with, and the facts stated in, the address, I had the

honour to make to the City Council, at the commencement of the present year.

It is there stated that the City authorities commenced a systematic cleansing of the City, and removal of noxious animal and vegetable substances, with reference to the improvement of the general health and comfort, in the year 1823.

“That the bills of mortality of this City, and calculations, made on them, for the eleven years, from 1813 to 1823, inclusive, show that the annual average proportion of deaths to the population, was about *one in forty-two*.”

“Similar estimates on the bills of mortality of this City, since 1823, show, that this annual average proportion was for the four years, from 1824 to 1827, inclusive, less than *one in fifty*, for the two years from 1826 to 1827, inclusive, — less than *one in fifty-five*.”

It now appears, that, on the principles stated in these tables, for the *three* years, just terminated, 1826 — 1827 — 1828, the annual average proportion of deaths to population, was less than *one in fifty-seven*.

Upon the usual estimates of this nature, a city of equal population, in which this annual average should not exceed *one in fifty-seven*, would be considered as enjoying an extraordinary degree of health.

From the facts thus stated, it is maintained that this City does enjoy an uncommon and gradually increasing state of general health; and that for the four last years, it has been unexampled. And although the whole of this important improvement, in the general health of the City, is not attributed to the measures of the police, yet since, in the year 1823, a system was adopted, expressly for the purpose of preventing disease, by an efficient and timely removal of nuisances, it is just and reasonable to claim for that system, a portion of the credit for that freedom from disease, which, subsequently to their adoption, has resulted, in a degree, so extraordinary.

The residue of what was then said upon this topic, I repeat, as being important enough to be reiterated.

“I am thus distinct in alluding to this subject, because the removal of the nuisances of a city is a laborious, difficult, and repulsive service, requiring much previous arrangement and constant vigilance, and is attended with frequent disappointment of endeavours, whence it happens there is a perpetual natural tendency, in those, intrusted with municipal affairs, to throw the trouble and responsibility of it upon subordinate agents and contractors; and very plausible arguments of economy may be adduced in favour of such a system. But if experience and reflection have given certainty to my mind upon any subject, it is upon this, that upon the right conduct of this branch of the police, the executive powers of a City should be made directly responsible, more than for any other; and that it can never, for any great length of time, be executed well, except by agents under its immediate controul; and whose labours it may command, at all times, in any way, which the necessities, continually varying, and often impossible to be anticipated, of a City, in this respect, require.”

“In the whole sphere of municipal duties, there are none more important than those, which relate to the removal of those substances, whose exhalations injuriously affect the air. A pure atmosphere is to a city, what a good conscience is to an individual — a perpetual source of comfort, tranquillity and self-respect.”

In relation to what has been done for the support of public education — considering the multiplied and pressing objects of attention, necessarily occurring, in the first years of a new organization of government, I know not that a greater degree of support of this branch of public service could have been justly given, or reasonably expected, than has occurred. Under our ancient institutions, the scale of appropriations, for this object, was, of all others, the most liberal and complete. It was found, in 1823, with an annual expenditure of \$44,500.

It is left, at this day, with one of \$56,000. In the interval, two school houses have been built, and sites purchased, at an additional direct expenditure of upwards of \$55,000. In addition to which, the House of Reformation of Juvenile Offenders, which is, in fact, a school of most important character, has been established and supported at an expense, already incurred, of upwards of \$16,000.

But the High School for girls has been suspended. As, on this topic, I have reason to think very gross misrepresentations and falsehoods have been circulated, in every form of the tongue and the press, I shall speak plainly. It being, in fact, a subject, on which my opinion has, at no time, been concealed.

This school was adopted, declaredly as "an experiment." It was placed under the immediate care of its known authors. It may be truly said that its impracticability was proved, before it went into operation. The pressure for admission at the first examination of candidates, the discontent of the parents of those rejected, the certainty of far greater pressure and discontent, which must occur in future years, satisfied every reflecting mind, that, however desirable, the scheme of giving a high classical education, equal about to a college education, to all the girls of a city, whose parents would wish them to be thus educated, at the expense of the city, was just as impracticable, as to give such an one to all the boys of it, at the city's expense. Indeed more so, because girls, not being drawn away from the college, by preparation for a profession, or trade, would have nothing, except their marriage, to prevent their parents from availing of it. No funds of any city could endure the expense.

The next project was so to model the school, as that although professedly established for the benefit of *all*, it might be kept and maintained, at the expense of the city, for the benefit of the *few*. The School Committee were divided equally, on the resulting questions. The subject was finally postponed by the casting vote of the chairman. As all agreed, that if the school

was to be maintained, according to its original conception, new and great appropriations were necessary, the Chairman was directed to make a report, on the whole subject, to the City Council. The report indicated, that, in such case, appropriations were indispensably necessary, but did not recommend them, because a majority of the Committee were not favorable to the project. That report was printed and circulated throughout the city. A year has elapsed, and not an individual, in either branch of the City Council, has brought forward the question of its revival, by moving the necessary appropriations.

No shield has ever before been protruded, by the individual, principally assailed, as a defence against the calumnies, which have been circulated, on this subject. It has now been alluded to, more for the sake of other honourable men, who have, for a like cause, been assailed by evil tongues and evil pens, than for his own.

In all this, there is nothing uncommon, or unprecedented. The public officer, who, from a sense of public duty, dares to cross strong interests, in their way to gratification, at the public expense, always has had, and ever will have, meted to him the same measure. The beaten course is first, to slander, in order to intimidate; and if that fail, then to slander, in order to sacrifice. He, who loves his office, better than his duty, will yield, and be flattered — as long as he is a tool. He who loves his duty better than his office, will stand erect, — and take his fate.

All schools, requiring high qualifications as the condition of admission, are essentially schools for the benefit, comparatively, of a very few. The higher the qualification, the greater the exclusion. Those, whose fortunes permit them to avail themselves of private instruction, for their children, during their early years — men highly educated themselves, who have leisure and ability to attend to the education of their own children, and thus raise them, at the prescribed age to the required qualification — will chiefly enjoy the privilege. To

the rest of the community, consisting of parents not possessing these advantages, admission to them is a lottery, in which there is a hundred blanks to a prize. The scheme to reduce the school to an attendance of one year, seems to be a needless multiplication of schools and of expense; as it is plainly far better that a year should be added to the continuance in the Common Schools, and their course of instruction proportionably elevated.

The great interest of society is identified with her Common Schools. These belong to the mass of the people. Let the people take care lest the funds, which ought to be devoted exclusively to the improvement and elevation, of these Common Schools, thus essentially theirs, be diverted to schools of high qualification. Under whatever pretence established, their necessary tendency is to draw away, not only funds, but also interest, and attention, from the Common Schools. *The sound principle upon this subject seems to be, that the standard of public education should be raised to the greatest desirable and practicable height; but that it should be effected by raising the standard of the Common Schools.*

In respect of what has been done, in support of public morals; — when this administration first came into power, the police had no comparative effect. The City possessed no House of Correction, and the natural inmates of that establishment were in our streets, — on our “hills,” — or on our commons, — disgusting the delicate, offending the good, and intimidating the fearful. There were parts of the city, over which no honest man dared to pass, in the night time. So proud there, and uncontrolled, was the dominion of crime. The executive of the city was seriously advised not to meddle with those haunts, their reformation being a task altogether impracticable.

It was attempted. The success is known. Who, at this day, sees begging in our streets? I speak generally, — a transient case may occur. But there is none systematic. At this day, I speak it confidently, there is no part of the city, through

which the most timid may not walk, by day, or by night, without cause of fear of personal violence. What streets present more stillness, in the night time?

Where, in a city of equal population, are there fewer instances of those crimes, to which all populous places are subject?

Doubtless much of this condition of things is owing to the orderly habits of our citizens, but much, also, is attributable to the vigilance, which has made vice tremble in its haunts, and fly to cities where the air is more congenial to it; which, by pursuing the lawless vender of spirituous liquor, — denying licences to the worst of that class, — or revoking them as soon as found in improper hands, — has checked crime, in its first stages, and introduced, into these establishments, a salutary fear. By the effect of this system, notwithstanding, in these six years, the population of the city has been increased at least *fifteen thousand*; the number of licensed houses has been diminished from 679 to 554.

Let it be remembered, that this state of things has been effected, without the addition of one man to the ancient arm of the police. The name of police officer has, indeed, been changed to City Marshal. The venerable old Charter number of *twenty four* constables still continue, the entire array of City police. And *eighty* watchmen, of whom never more than *eighteen* are out at a time, constitute the whole nocturnal host of police militant, to maintain the peace and vindicate the wrongs of upwards of *sixty thousand* citizens.

If it be asked, why more have not been provided, — I answer, — it has frequently been under consideration. But, on a view of all circumstances, and experience having hitherto proved the present number enough, there seemed no occasion to increase it, from any general theory of its want of proportion to the population; — seeing that practically there seemed to be as many as were necessary.

The good, which has been attained, and no man can deny it is great, has been effected by directing, unremittingly the force

of the Executive power to the haunts of vice, in its first stages, and to the favourite resorts of crime, in its last.

To diminish the number of licensed dram shops and tippling houses ; — to keep a vigilant eye over those, which are licensed, — to revoke without fear, or favour, the licenses of those, who were found violating the law ; — to break up public dances in the brothels ; — to keep the light and terrors of the law directed upon the resorts of the lawless, thereby preventing any place becoming dangerous by their congregation ; or they and their associates, becoming insolent, through sense of strength and numbers ; — these have been the means. And these means, faithfully applied, are better than armies of constables and watchmen. They have been applied, with as much fearlessness, as though the executive office was not elective : without regarding the fact, that the numerous class, thus offended, their landlords, dependents and coadjutors, had votes and voices in City Elections. So far as these classes had any influence, on a recent event, and it must have been small, the cause is not a matter of regret, but of pride.

Without pressing these topics further into detail, and without stating how the condition of things was found, at the coming in of this administration, because the faithful men, who executed the ancient town government, did as much as the form of the organization, under which they acted, permitted ; I shall simply state, in one view, how the City affairs, in respects not yet alluded to, have been left.

Every interest of the City, so far as has come to the knowledge of the City government, has been considered, maintained and as far as practicable, arranged. All the real estate of the City, surveyed and estimated. Plans of it prepared. The whole analyzed and presented, in one view, for the benefit of those, who come after. The difficulties of the voting lists laboriously investigated, and the sources of error ascertained, and in a great degree, remedied. The streets widened, — the crooked straightened, — the great avenues, paved and enlarged.

They, and other public places, ornamented. — Heights levelled ; — declivities smoothed, or diminished. The common sewers regulated and made more capacious. New streets, of great width and utility, in the centre of population, obtained ; — without cost to the City. Its markets made commodious. New public edifices, in the old City and at South Boston, erected. The old repaired and ornamented.

These things have been done, not indeed to the extent, which might be desired, but to a degree, as great, considering the time, as could reasonably, be anticipated.

But then — “the City Debt,” — “the taxes,” — “we are on the eve of bankruptcy.” — “The citizens are oppressed by the weight of assessments, produced by these burdens.” Such are the hollow sounds, which come up from the Halls of caucussing discontent !

The state of the City Debt has recently been displayed by official authority ; — by which it appears, that, after deducting funds, in the hands of the Committee for the reduction of the City Debt, and also the amount of bonds, well secured by mortgages, payable to the City, the exact City Debt amounts to \$637,256.66 cts. ; concerning which subject, I undertake to maintain two positions : —

1st. It has not been, and never can be, a burden ; — that is — it has not been, and never will be, felt in the taxes.

2d. So far from City bankruptcy, the state of its resources is one of enviable prosperity.

It may be stated, with sufficient accuracy, that the present City Debt, is entirely the result of operations, which obtained, for the City, the New Faneuil Hall Market, the City Wharf, and land North of the block of stores on North Market Street ; and of those, which gave it, free of incumbrance, the lands, West of Charles and Pleasant Streets.

Now, this property, *thus newly acquired*, by these operations, for which the City Debt was incurred, may be exchanged, no

intelligent man can doubt, at any hour, in the market, for an amount equal to the entire City Debt.

The property, *thus acquired*, now in actual unincumbered, undisputed, possession of the City, consists,

1. Of the New Market and its site estimated by its annual incomes, (\$26,000,) which are, in their nature, permanent, and must increase rather than diminish, at . . .	\$500,000
2. City wharf, estimated by some at \$100,000 — on this occasion, it is put down at . . .	\$75,000
3. 8528 feet of land, on both sides of the Mill Creek, and the new streets, now completing in that vicinity—on this occasion estimated at, as an unquestionable price, although its real value probably greatly exceeds . . .	\$12,000
4. Twenty-eight acres and a half of land West of Charles and Pleasant Streets, exceeding 1,200,000 square feet, estimated only at 10 cents; which, how far, it is exceeded by the fact, my fellow-citizens understand, is set down at . . .	\$120,000
	<hr/>
	\$707,000

Consisting of a real estate, of an unquestionable value, exceeding *seven hundred thousand dollars*, as an offset for a debt of *six hundred and thirty seven thousand dollars*.

It may confidently, be said, that no capitalist, of intelligence, and resources, equal to the purchase, would hesitate, an hour, to contract, on condition of a transfer of that property, to assume the whole City Debt. Should I say, he would give a hundred thousand dollars, as a *bonus* for the bargain, I should probably come nearer the truth. Am I not justified, then, in my position, that the marketable value of the real estate, acquired and left to the City, by that administration, greatly exceeds the amount of debt it has left? The scales are not simply even, they greatly preponderate in favour of the value

of the property, above the debt. It is no answer to this to say, that the property *thus newly acquired*, is of a nature, or value, so important to the City, that it ought never to be disposed of. This is probably true; — at least of a very great part of it. But what of this? Does not the fact show, that greatly as the marketable value of the property exceeds the debt, the value of it, in its interest or importance to the City, greatly exceeds even that marketable value? After this, have I not a right to assert, according to the usual and justifiable forms of expression, under circumstances of this kind, that, *so far as respects the operations of the administration, now passing away, they have left the City incumbered with NO DEBT*; because they have left it possessed of a newly acquired real property, far greater, in marketable value, than the whole debt it has incurred?

Again, it has not only done this, but when this subject is considered with reference to annual income received, and annual interest to be paid, it will be found, that this administration leaves the City, with a property, in real estate, and bonds, and mortgages, the income and interest of which, amounts to *fifty two thousand dollars*, while the annual interest of the debt, which it leaves, is only *forty seven thousand dollars*.

If, then, the annual income of the property left be now, and ever must be, far greater than the annual interest of the debt incurred, — if the newly acquired real estate is, and always must be, far greater, in marketable value, than the whole amount of that debt, has not this administration a right to say, that, *so far as respects its financial operations it has left the City incumbered with NO BURDEN AND NO DEBT*.

If there is no debt, then there is no bankruptcy. Whatever estate the City now has, over and above, that, which is above specified, is so much clear and unincumbered property, to be used, or improved, for its advancement, or relief, in all future times and emergencies; according to the wisdom and fidelity of succeeding administrations. Unless, indeed, that wisdom

direct, as it, probably, will, that the property above specified, obtained for the City, by this administration, shall be kept, as the best possible investment of City capital; and the proceeds of the other lands applied to the discharge of the debt, incurred for the purchase of the property thus acquired.

Now what is that clear, unincumbered City property, which remains, after deducting that, *thus newly acquired*? It consists, of nothing less, as appears by the official report of the committee on public lands, than upwards of *five million, three hundred thousand* feet of land on the neck, and in different parts of the City — *lands*, capable of being sold, without any possible objection, — lands belonging to the House of Industry, amounting to sixty acres, — and a township of land in the state of Maine, being neither of them included in this estimate.

Without taking into consideration then, the encouragement given to our mechanic interests; — to the influx of capital and population, which have been necessarily the effect of the activity of capital, induced by the measures of the City government; and confining myself to the single consideration of the amount and unincumbered state of the real property of the City, am I not justified in the assertion that IT IS, IN RESPECT OF ITS FINANCIAL RESOURCES, ONE OF ENVIABLE PROSPERITY?

But "the taxes," — "the taxes" are heavy beyond all precedent. In answer to which, I state, that *the taxes have not increased in a ratio equal to the actual increase of property and population*. The assessors' books will show, that the ratio of taxation has been *less*, in every year of the seven years, in which the City government has had existence, than was the ratio of any year, in the next preceding seven years of the Town government; — one year only excepted; and even in this, it was less, than in one of those next preceding seven years, above mentioned. Comparing the average of the ratios of these two periods of seven years, together, it will be found, that while the average of the ratios of seven years of the Town government was *eight dollars and fifteen cents*, the average

of the ratios of the seven years of the City government has been only *seven dollars and twenty seven cents*.

I might here close. But there have been objections, made publicly to this Executive, which, although apparently of a personal nature, are, in fact, objections to the principles, on which he has conducted his office. Now, in the particular relation, in which that Executive stood to his office, it was his duty well to consider those principles; since they might become precedents; and give a character and tone, to succeeding administrations. He has uniformly acted under a sense of this relation, and of the obligations resulting from it; and, intentionally, has done nothing, or omitted nothing, without contemplating it. On this account, it may be useful to state those objections and answer them. And first, it has been said, "The Mayor assumes too much upon himself. He places himself at the head of all committees. He prepares all reports. He permits nothing to be done but by his agency. He does not sit, solemn, and dignified, in his chair, and leave general superintendence to others; but he is every where, and about every thing; — in the street; — at the docks; — among the common sewers; — no place but what is vexed by his presence."

In reply to this objection I lay my hand first on the City Charter, — which is in these words: — "It shall be the duty of the Mayor, to be vigilant and active, at all times, in causing the laws, for the government of said City, to be duly executed and put in force; — to inspect the conduct of all subordinate officers, in the government thereof, and, as far as in his power, to cause all negligence, carelessness, and positive violations of duty to be duly prosecuted and punished. — It shall be his duty, from time to time, to communicate to both branches of the City Council, all such information, and recommend all such measures, as may tend to the improvement of the finances, the police, health, cleanliness, comfort and ornament of the City."

Now let it be remembered, that to the performance of these

duties he was sworn ; and that he is willing to admit, that he considers an oath, taken before God, as a serious affair ; — and that having taken an oath to do such services, he is not of a spirit, which can go to sleep, or to rest, after shifting the performance of them upon others.

As to his " seeing to every thing," who has a better right, than he, who, at least, by popular opinion, if not by the City Charter, *is made responsible for every thing?*

Besides, why is it not as true, in affairs of police as of agriculture, that " the eye of the master, does more work than both his hands."

If those, who made these objections intended, " by doing every thing," that he has been obstinate, wilful, or overbearing, in respect of those, with whom he has been associated, I cheerfully appeal to you, Gentlemen, how willingly on all occasions, he has yielded his opinion to yours ; and how readily he has submitted, whatever he has written to your corrections. If he took upon himself generally, the character of draughtsman of reports, it was because your labours were gratuitous, and for his, — a salary was received. It was because he deemed it but just, that the " hireling " should bear the heat and burden both of the day and the labour.

Great assiduity and labour did appear to him, essential requisites, to the well performance of duty, in that office. He could not persuade himself that the intelligent and industrious community, which possess this metropolis, could ever be satisfied, in that station, with an indolent, selfish, or timid temper ; or with any one, possessed of a vulgar or criminal ambition.

I cannot refrain, on the present occasion, from expressing the happiness, with which I now yield this place to a Gentleman, possessing so many eminent qualifications ; whose talents will enable him, to appreciate, so readily, the actual state of things ; who will be so capable of correcting what has been amiss ; changing what has been wrong ; and of maintaining

what has been right. May he be happy ! and long enjoy the honours, and the confidence, his fellow citizens have bestowed !

And now, Gentlemen, standing as I do, in this relation, for the last time, in your presence, and that of my fellow citizens, — about to surrender, forever, a station full of difficulty, of labour and temptation, — in which I have been called to very arduous duties, — affecting the rights, property, and at times, the liberty of others ; — concerning which, the perfect line of rectitude, — though desired, — was not always to be clearly discerned ; in which great interests have been placed within my controul, under circumstances, in which it would have been easy to advance private ends, and sinister projects, — under these circumstances, I inquire — as I have a right to inquire ; — for in the course of the recent contest, insinuations have been cast against my integrity — in this long management of your affairs, — whatever errors have been committed, — and, doubtless, there have been many, — have you found in me any thing selfish, — any thing personal, — any thing mercenary ?

In the simple language of an ancient Seer, I say — “ Behold, here I am. — Witness against me. Whom have I defrauded ? Whom have I oppressed ? At whose hands, have I received any bribe ? ”

Six years ago, when I had the honour first to address the City Council, in anticipation of the event, which has now occurred, the following expressions were used ; — “ In administering the police, in executing the laws, in protecting the rights and promoting the prosperity of the City, its first officer will be, necessarily, beset and assailed by individual interests ; by rival projects ; by personal influences ; by party passions. The more firm and inflexible he is, in maintaining the rights, and in pursuing the interests of the City, the greater is the probability of his becoming obnoxious to the censure of all, whom he causes to be prosecuted, or punished ; — of all, whose passions he thwarts ; — of all, whose interests he opposes. ”

The day, and the event, have come. — I retire — as in that

first address, I told my fellow citizens,—"if, in conformity with the experience of other republics, faithful exertion should be followed by loss of favour and confidence,"—I should retire;—"rejoicing,—not indeed, with a public and patriotic,—but with a private and individual joy, for I shall retire, with a consciousness, weighed against which, all *human suffrages* are but as the light dust of the balance."

AN
ADDRESS
TO THE
BOARD OF ALDERMEN,
AND
MEMBERS OF THE COMMON COUNCIL,
OF BOSTON,
ON THE
ORGANIZATION OF THE CITY GOVERNMENT,
JANUARY 5, 1829.

BY HARRISON G. OTIS,
Mayor of the City.

BOSTON:
JOHN H. EASTBURN....CITY PRINTER.

In Common Council, Jan. 5, 1829.

Ordered, That Messrs. GIBBENS, GOULD, and TURNER, be a Committee to wait on the Mayor and request a copy of his Communication made to the City Council this day, for publication.

Attest,

THOMAS CLARK, *Clerk*.

ADDRESS.

Gentlemen of the City Council,

NOTHING could be more unexpected by me, than the circumstances, by the result of which I find myself in this place. After nearly thirty years of occupation in public affairs, with but short intermissions, I resigned my seat in the National Legislature, with an intense desire and, as I thought, unalterable purpose of passing the few years that might remain for me, in a private station. The objects for which I became a humble actor in the political scene were attained. The tempest which uprooted the institutions of the old world had subsided. The broils which had agitated and endangered our own country and kept the minds of all who took part in them in a state of discomfort were extinguished. The Constitution was preserved, the Government wise, and the people happy. Opportunity had been afforded of supporting by my feeble aid, an administration which under a different aspect of affairs I had opposed. The public favour and confidence, both in measure and duration had exceeded my estimate of my own pretensions, and though it was not to be dissembled that this favour was in the wane, I carried into retirement the consolation that if my services had not been valuable neither had they been expensive to my country; as I had never sought nor lingered long in any office of emolument. And I indulged the hope that having done nothing to forfeit the approbation of my friends, the rigorous judgment formed of my conduct by those from whose political system I had formerly the misfortune to dissent would not follow me beyond the tomb, and that the candid and charitable portion of them would not finally withhold from my motives

and intentions, the justice which I have never been consciously backward to render to theirs. From this retirement I have been called by my Fellow Citizens, for a short season, under circumstances which make it a duty to obey their will. Their invitation was the more grateful as it was spontaneous. And great indeed will be my gratification, if by cooperating with you, I shall be considered as having in any reasonable measure requited a demonstration of good will from my Fellow Citizens so flattering and honourable to me.

It is now my province and it will soon become my duty to communicate to you such information as may be requisite, and to recommend such measures as may seem to be conducive to the best interests of our city. But I stand merely upon the threshold of an office, with the interior of which most of you are more familiar than myself. I can touch only upon general topics, assuring you however, that I will apply my entire time and attention to master the business of this department, and to apprise you of such details as you have right to expect. And the utmost exertion of my faculties shall not be wanting in constant and united effort to cherish and extend the prosperity of the interesting concerns committed to our charge. It is indeed fortunate for us all that the administration of this department has hitherto been conducted under the auspices of those, whose different qualifications were eminently adapted to the varying exigencies of the station which they successively occupied. The novel experiment of city government was commenced by your first lamented Mayor with the circumspection and delicacy which belonged to his character, and which were entirely judicious and opportune. He felt and respected the force of ancient and honest prejudices. His aim was to allure, not to compel. To reconcile by gentle reform, not to revolt by startling innovation, so that while he led us into a new and fairer creation, we felt ourselves surrounded by the scenes and comforts of home. His successor entered upon office with the characteristic energy of his distinguished talents. He felt that

the hour had arrived for more radical reformation, and that the minds of the citizens were ripe for greater change and more permanent improvements and he devoted an assiduity that can never be surpassed to a developement and application of the resources of the city which have materially contributed to its ornament, comfort, health, accommodation and in all respects lasting advantage. We are surrounded on all sides with the monuments of this enterprising disinterested zeal. But they could not be consummated without expense. This affords to some a serious subject of speculation on the future, and to others of complaint. But after such cursory examination of the state of our finances as time and opportunity have enabled me to make since I found it to be a duty, I perceive indeed the necessity of strict economy, but no just cause for uneasiness or complaint. Documents just made public, shew the outstanding funded debt, (after deducting the amount of good and convertible securities,) is about six-hundred and thirty-seven thousand dollars. For the gradual extinguishment of this debt, provision is made by standing regulations appropriating fifteen thousand dollars annually from the city tax ; — the balances in the Treasury at the end of the year, monies arising from the sales of real estate and payments made on account of the principal of bonds and notes. This process may be accelerated at your pleasure by providing for a more rapid sale of the City Lands. — A subject on which I will be better prepared than I am at this moment, to give an opinion. The appropriation for the expense of the current financial year which begins in May was three hundred twenty-eight thousand, six hundred twenty-five dollars, of which the assessed taxes constitute an amount of two hundred thirty-five thousand dollars. It is not perceived at present that this sum can be diminished. But while unceasing attention is due to the devising of ways and means for alleviating taxes, there is encouragement to presume that if this cannot be effected by lessening the nominal amount ; an increasing population and resources by bringing to the support

of the burden a greater contribution of strength will diminish its pressure on the individual.

In relation to the debt itself, it should be remembered that we retain in a great measure at least, the value received. Our money has not evaporated in airy speculations, or been lavished in corrupt expenditures. Works of permanent utility have been established. The market-house, house of industry, prison, schools and other substantial monuments have been erected. Our crooked paths have been made straight and widened, and new avenues have been opened. The benefit of these and of some other improvements will extend to many generations yet to come, and those which immediately succeed should be content to share a fair apportionment of the equivalent paid; should it be necessary or convenient to procrastinate a total redemption of the debt. It is possible that the scale on which some of these improvements were projected is somewhat in anticipation of future exigencies. But it is doubtful whether great plans without this ingredient would deserve to be regarded as improvements, supposing the City destined to advance in prosperity. On the other supposition no great plan would in fact be an improvement, for none such should be undertaken. If a market would barely accommodate those who resort to it this year, inconvenience would arise the next year. The same remark is applicable to school-houses, to streets and in a degree to all public buildings. We must proceed, (certainly with discretion,) on the presumption that population and wealth have not come to a stand, and if none of us would now be ready to surrender these appendages in return for the price of the purchase, that consideration should go far towards reconciling us to the conditions on which we have obtained them.

From the great improvements which were required by the necessities of the City two inconveniences have arisen, which were unavailable and will it is believed be temporary. First, a sudden transfer of value from some parts of the city to others, by which the proprietors of old estates have been injured, while

by the increase of accommodation beyond the demand, the purchasers of the new have failed to realize the fair profits of their investments. Secondly, the City became a purchaser of lands to sell again and thus far a competitor with individuals, in private enterprise. Probably therefore the time has come, when prudence may recommend a pause from great and expensive attempts and it may be incumbent on us who are entrusted with this year's administration, to look rather to the preservation and completion of what has been finished or commenced than to new undertakings. There is however wanting to the City a convenience of which, it is ventured to assert, it should never lose sight. An abundant supply of wholesome water. The object has been placed before the City Council on a former occasion by my predecessor in striking relief, and I am free to avow my conviction of the correctness of the views by him exhibited in relation to it.

Another object however is lately brought into view by the spirit of the age we live in, the importance of which, if within the reach of the city, it would not be easy to exaggerate. A communication with the country by railway. This city from its earliest foundation has been advancing in a regular progression of populousness and wealth. And though in both these respects, it has not kept pace with some other cities, yet the population has increased in a ratio sufficiently indicative of its prosperous tendencies, and wealth continues to bear a greater proportion to population, than is perhaps elsewhere to be seen. So long as these advantages shall continue, the growth of our sister cities will furnish no cause of envy or regret. The time which has elapsed since the treaty of Ghent, enables us to form a sufficiently correct estimate of the probable operation of circumstances on the interests of this city in any other period of peace of the same duration. We have experienced all the vicissitudes of business which arise from a transition from war to peace, and the efforts made by commerce both external and internal to adjust themselves to new positions and to surmount the embarrass-

ments and consequences inseparable from such change. Among these may be reckoned the fluctuation of trade with foreign countries, the perplexities growing out of their commercial regulations and on the whole its sensible diminution. The effects of excessive exports and imports. The occasional drains and refluxes of specie. The corresponding increase of the coasting trade. The alternations of scarcity and surplus in the money market by the operations of the banking system. The rise and progress of the manufacturing interests and the variations in the employment afforded to the middling and labouring classes of our fellow citizens. The result of these mutations proves the condition of our city to be sound and vigorous. Great fortunes are no longer accumulated, but judicious enterprise and honest industry are generally rewarded by competent gain. The mechanic is employed and the labourer receives his hire. This state of things demands our highest gratitude to the giver of all good, and justifies the inference that if we can maintain our natural resources and connexions we shall find no cause for despondence. But it is not to be disguised that these connexions are menaced with interruptions and diversions, requiring exertion and vigilance to obviate their effects. All parts of the Union but New-England are alive to the importance of establishing and perfecting the means of communication by land and water. The magic of raising States and cities in our country to sudden greatness seems mainly to consist in the instituting of Canals and Rail Roads. The choice therefore is not left to us of reaping the fruits of our natural resources and abstaining from all part in these enterprises. This State and City must be up and doing or the streams of our prosperity will seek new Channels, — We must preserve our inter communication with each other and our Sister States by the methods which they adopt or we shall be left insulated. Our planet cannot stand still, but may go backward without a miracle. The question will arise and we must prepare to meet it, not whether Rail Roads are subjects of lucrative speculation, but whether they

be not indispensable to save this State and City from insignificance and decay. It would be quite premature to enlarge in a dissertation on particulars connected with this subject. — Unless the surveys and calculations of skilful persons employed in this business are fallacious, there is no doubt that a Rail Road from this city to the Hudson may be made with no greater elevation in any part than is found between the head of Long Wharf and the Old State House; and that the income would pay the interest of the capital employed. Reports and documents from Commissioners, appointed by the Legislature, may it is believed, be expected at an early day; should they be as favourable as is anticipated, to the practicability of the undertaking, they will present to our citizens and to us, materials for more grave consideration, than can arise from any other subject. I will not trust myself to express the joy I should feel in ascertaining that the undertaking is not only feasible, but within the compass of the resources of the state or city, or of enterprising individuals, or of all united; and that they would be so applied. These feelings, however, will never I trust, stimulate me to recommend measures that shall not have undergone and been found equal to sustain the closest scrutiny. It is now intended merely by general allusion, to invite you to turn your thoughts to the subject, and to familiarize yourselves to reflect upon the probable, (I may say) certain effects of a communication, which, by connecting this City with the Hudson, would open a market to the regions beyond it; and be realised in their immediate influence, in every house, wharf store and workshop. Nor would the consequences be less propitious to the country through which it would pass — converting its wastes into villages, its forests into fields — its fields into Gardens, and the timber and granite of its mountains into Gold. While on the one side, public attention will be attracted towards facilitating intercourse by land, great advantages would result on the other, from an extended plan of steam navigation, to Maine, and to the British Provinces, and to the Island of Nantucket. The apathy

hitherto prevailing in relation to this scheme is unaccountable. But as the success of it can be expected only from individual enterprise, it is mentioned merely for the sake of respectfully commending it to the patronage of your separate opinions and influence out of doors.

Gentlemen, I will now bespeak your indulgence for a few moments, upon a matter which though not directly appertaining to the municipal sphere, may not when candidly weighed, be regarded as misplaced and unseasonable on this occasion. It is quite apparent to all our Fellow Citizens that the honour of the chair which I now occupy is not the fruit of any party struggle. With the friends of former days, whose constancy can never be forgotten, others have been pleased to unite (and to honour me with their suffrages,) who hold in high disapprobation the part I formerly took in political affairs. Their support of me on this occasion is no symptom of a change of their sentiment in that particular—I presume not to infer from it even a mitigation of the rigour with which my public conduct has been judged. But it is not presumptuous to take for granted, that those who have favoured me with their countenance on this occasion, confide in my sense of the obligation of veracity, and of the aggravated profligacy that would attend a violation of it, standing here in the presence of God and my country—On this faith, I feel myself justified by circumstances to avail myself of this occasion—the first, and probably the last, so appropriate that will be in my power, distinctly and solemnly to assert, that at no time in the course of my life have I been present at any meeting of individuals public or private—of the many or the few; or privy to correspondence of whatever description, in which any proposition having for object the dissolution of the Union, or its dismemberment in any shape or a separate confederacy, or a forcible resistance to the Government or laws was ever made or debated. That I have no reason to believe that any such scheme was ever meditated by distinguished individuals of the

old Federal party. But on the other hand every reason which habits of intimacy and communion of sentiment with most of them afforded, for the persuasion that they looked to the remote possibility of such events as the most to be deprecated of all calamities, and that they would have received any serious proposal calculated for those ends as a paroxysm of political delirium. This statement will bear internal evidence of truth to all who reflect that among those men were some by the firesides of whose ancestors the principles of the Union and Independence of these States were first asserted and digested — from which was taken the coal that kindled the hallowed flame of the revolution — from whose ashes the American Eagle rose into life. Others who had conducted the measures and the armies of that revolution — Solomons in Council, and Samsons in Combat. Others who assisted at the birth of the Federal Constitution, and watched over its infancy with paternal anxiety. And I may add to the best of my knowledge and belief, that all of them regarded its safety and success, as the best hope of this people, and the last hope of the friends of liberty throughout the world. Are treasonable or disloyal plots or purposes consistent with these relations? It would seem to be hardly conceivable. Yet it is possible. The lost Arch Angels cabaled and revolted against the Government of Heaven — Favourites rioting in the sunshine of royal favour have turned Traitors to their King; and republicans sickening with the higher glory of the love and confidence of the people have enslaved them to factions and sold them to Tyrants; such foul conspiracies may have been in our times. But should they be credited without evidence proportioned to their probable enormity? Without doings as well as sayings? Without any evidence whatever? Secret cabals and plots are the constant theme of suspicion and accusation in times of political excitement, and they can be disaffirmed only by the simple negation of the parties accused until the proofs are adduced. Are unguarded slips of the tongue or passionate invectives proofs

which ought to satisfy impartial minds. Surely it is not for the honour or prosperity of this city or of any party, that it should be stigmatized as the Head quarters not of good principles but of Treasonable machinations. The discredit of the malaria once fixed would affect the reputation of all. The distinction between leaders and led so insulting to freemen who are supposed to come under the latter denomination will not be recognised, and if you are known to come from the infected district, those who hold their nostrils and avoid you, will not stop to enquire whether the plague were in your own family. I again express my hope that these remarks will not be considered ill timed. They are a testimony offered in defence of the memory of the honoured dead and of patriotic survivors who have not the same opportunity of speaking for themselves. Their object is not personal favour, though I am free to admit that I am not indifferent to the desire of removing doubts and giving satisfaction to the minds of any who by a magnanimous pledge of kind feelings towards me, have a claim upon me for every candid explanation and assurance in my power to afford. Moreover the harmony of our fellow citizens may be promoted by a right understanding of these matters. The history of Republican States and cities is soon told. Parties grow up from honest difference of opinion on the policy of measures. In process of time the subject of controversy dies a natural death; and if personal animosities could be buried in the same grave all would be well. In that event the people would have a respite from party struggle and when new contests and dissensions should arise, they would again choose sides from principle and take a new departure from each other free from the fetters and irritation of former alliances. The virulent humours of the body politic would not collect in the old wounds, but be again dispersed and cured by the course of nature. But this happy termination of political strife with its original causes seems not to accord with experience. The names and badges and attitude, of parties are preserved; antipathies become

habits, men resolve to differ eternally without cause, for the mere reason of having once differed for good cause. One portion of the people is excluded by the other from the public service. Parties become factions. The torch of discord blazes while the fire of patriotism expires and the fierce and unholy passions which have rent the Republic, survive its ruin. May our beloved city prove an exception to these sad examples.

Gentlemen, the duties on which we are about to enter, are not classed with those of high political dignity. But if they are less fascinating to the ambitious, they are not without attraction to the benevolent. We are entrusted with the care of institutions, which have a daily bearing upon the morals, education, health and comfort of our Fellow Citizens. Our population exceeds that of more than one State at the time of admission into the Union. Its interests are not the less precious because they are condensed in one spot. While the political Government are occupied with counsels which look to the wealth and safety and glory of the nation, what better can we do than consult together for the happiness of those, among whom many of us were born, and all of us live, and which is indissolubly linked to our own. On you gentlemen I shall rely for concurrence in whatever may tend to this object, and I will refer by messages to your intelligence and consideration all matters that by the charter, require that direction.

INAUGURAL ADDRESS

OF

HARRISON GRAY OTIS,
Mayor of Boston.

DELIVERED JANUARY 4, 1830.



BOSTON :
ROCKWELL AND CHURCHILL, CITY PRINTERS
1894.

[NOTE. — "The records of the Mayor and Aldermen on the fourth of January, 1830, state, that 'a message was received from the Mayor, expressing his regrets that indisposition prevented his having the honor of meeting the gentlemen of the Board of Aldermen and Common Council in their own chambers; and, therefore, he respectfully requested their presence at his house, at such hour as might be agreeable to them, to qualify for their respective functions. The members of both branches of the City Council then proceeded to the mansion-house of the Mayor, where the government was organized with the usual solemnities; after which, the Mayor delivered the following inaugural address.'" — *Quincy's Municipal History of Boston*," p. 298.

W. H. W.]

A D D R E S S

Gentlemen of the City Council:

THE season has returned, in which we who are chosen by our fellow-citizens to administer their municipal concerns for the current year, are expected to enter upon the discharge of our respective functions.

Our acknowledgments are due to the Great Disposer of all events for having preserved to our constituents, throughout the past year, the possession of the principal blessings, on which depend the welfare and comfort of populous cities. The healthiness of the city, always unrivalled, has been preserved at least to its usual standard. With the advantages of health have been united those of plenty. Our markets and magazines are filled to exuberance with all that is needful for sustenance, or conducive to comfort and luxury, at reasonable and reduced prices. We live also in a state of peace, which seems not to be threatened with approaching interruption. The public concerns of the State and nation are thus far well-administered, and no indication is manifested, in the communications of the executive government of the United States, of plans or schemes of policy calculated to inspire apprehensions of measures unfavorable to the interests of this community. These circumstances seem to embrace all that is requisite for the prosperity of an industrious and enterprising people. They have, however, for the last two years, been counteracted by others, which have opposed serious impediments to our advancement. The capitalists and merchants of this city, influenced by the strong demonstrations manifested in other parts of the Union in favor of the manufacturing policy and by the patronage of government, and allured

by fallacious estimates of great profits made by others, in violence of their natural predilections and habits, have invested an undue portion of capital in manufacturing establishments. Their example was followed by those whose capital consisted wholly in their spirit of enterprise. Hence ensued a disastrous competition. The establishments bottomed on substantial funds were stimulated to launch forth beyond the natural and reasonable limits of those funds. They could not renounce the market without ruin, and their rivals could not maintain themselves in it without sacrifices, that must end in ruin. This crisis was eagerly seized by the British manufacturers as furnishing an occasion to extinguish, perhaps forever, the manufacturing spirit in this country; and they inundated our market with the redundancy of their own. Hence resulted an excessive plethora, and consequent depreciation of value, loss, and sacrifice by forced sales. Owing to these incidents, combined with the unwise and improvident system of our legislation as respects manufacturing corporations, and with the uncertainty of the future policy of the government, disturbed by the vehemence of opposition to the protecting system originating here, hence extending to other States and brought back by violent reaction — add to these the panic which always aggravates calamitous events — it has happened, as might be foreseen, that property vested in manufactures has for a time become valueless as a medium of exchange, or a foundation for credit or accommodation in any form. By these means, many of our worthy citizens are ruined, others cramped and embarrassed, and our whole community become less able to embark in other enterprises, which would augment the wealth and resources of the city. There is, however, a cheering prospect that the fierceness of this storm has over-blown; that our affairs, in common with those of other parts of the world, will gradually find their level, with less of injury to the city than our fears would seem to justify; and that, after the struggle of half a century, in peace and in war, our nation will have secured the

privilege and the faculty of manufacturing for itself. Neither the state of public sentiment, nor the condition of our treasury at the close of the year, authorized the expectation that appropriations would be made for expensive public buildings, or improvements of any description. Accordingly, nothing in this line has been attempted. The City Wharf has been completed, and promises a revenue, which, after a few years, will reimburse its cost, and be then applicable to other objects. Two new engine-houses, two school-houses, and a cottage for the resident Physician on the Hospital Island, are the only new buildings erected the past year. Five new reservoirs have also been completed.

The amount of the city debt, on the first of May last, was \$911,850. Of which the sum paid by the committee on the reduction of the public debt, beyond the amount of moneys borrowed to be applied to that object, is \$54,100. There was also borrowed for the payment of debt to the Mercantile Wharf Corporation, and for the completion of Faneuil Hall Market, the sum of \$25,880.75. So that the true reduction from the amount of the debt as it stood in May last, up to this day, is \$28,219.25. Thus leaving the aggregate amount of the city debt at this time, \$883,630. The only personal assets on which reliance can be placed, as a partial offset against this debt, are bonds and securities due to the city, of \$257,341.42.

Apart from these, the only fund available for the reduction or extinguishment of this debt, must be found in the city's lands; and it follows, of course, that in the judicious management and disposal of these lands can be found the only resources for public credit, and for the ultimate improvement of the city, without resort to direct taxation, and that no object can be more worthy of our constant vigilance.

I have great faith in the intrinsic value of these lands, which, owing to the vesture in which they are permitted to remain, is not sufficiently appreciated. They certainly will not take care of themselves. It is essential to any project for

the lucrative sale of them, that a prospective plan should be adopted and established, so that purchasers may calculate with reasonable certainty upon future, as well as present advantages. It is also indispensable to the success of such project, that moderate appropriations should be made, from time to time, to enable the commissioners, under instructions from the Mayor and Aldermen, at the sole expense of the city, or by cooperating with other proprietors, (as the case may be,) to make such drains, dikes, and canals, as may put certain parts of the land in a marketable condition. I am far from recommending the expenditure of large amounts upon uncertain speculation; but am also satisfied, that, without some disbursement, nothing valuable can be effected. For this purpose, the needful sums might be borrowed as wanted, reimbursable from the first sales; thus making a nominal temporary addition to the debt, for the sake of its sure, effective, and ultimate payment. There could be little danger of serious aberration in this procedure. These lands are in some places contiguous to those of individual proprietors, whose well-directed sagacity and enterprise have converted premises possessing no supereminent advantages into populous streets and squares, and at rates, which, realized by the city, would not only extinguish its debt, but contribute an ample fund for future improvements, and relief from our annual burden.

Nothing is perceived to inhibit those intrusted with the sale of your lands from looking over the shoulders of these wise stewards and profiting by their experience, but funds necessary for occasional advances. In this connection it is my duty to state, that the condition of the flats west of the neck is regarded by eminent physicians as becoming pregnant with danger to the health of the city. It is an unwelcome truth, that the intermittent fever is no longer confined to those regions, to which it was until lately regarded as endemial, but occasionally appears in more northerly latitudes, which were thought to be happily exempted from that scourge. Our own State (so far

as I am informed,) and certainly our own city, are, under Providence, strangers to this afflicting and enervating disease, which is rarely dislodged from positions which it once occupies. But, if such be the predisposition of the atmosphere of the country around us, we are admonished by it not to set danger at defiance, by fostering upon our borders an immense morass, circumvented with solid dikes, and from its position a receptacle of the seeds of disease.

The state of our principal court-houses and of the land connected with them, and of other county property, demands serious investigation, and is not free from embarrassing circumstances. This land, lying in the centre of the city, is of great value in itself; but, cut off from streets by the public buildings, it could not be sold for a fair equivalent. These buildings are not only altogether ill adapted to the exigencies of the city, but the principal court-house is of a construction so defective as to have been condemned upon a regular survey as unsafe. It is now shored up in some parts by buttresses. It is believed, that no alternative will remain to the city but to sell all the land and buildings, and to apply the proceeds, as far as they will go, to the purchase of another site, suitable for the accommodation of all our courts, and city government, and officers. It is not my intention to recommend this measure definitely at this time. But, under a deep conviction that it will bear examination, and be found at no distant period consistent with true economy, and essential to the public accommodation, I shall crave your permission, in due time, to submit to your inspection the details of a plan for this purpose, not yet quite matured. To some share in these lands and buildings, the town of Chelsea, as a portion of the county, is understood to have a claim. The best interest of the city requires that this claim should, on some equitable principles, be adjusted and extinguished; and that with it should terminate the existing connection between Chelsea and this city. It seems, at first blush, preposterous, that this city should be compelled to main-

tain the organization and formalities of a county jurisdiction, in consequence merely of this connection. It is attended with great additional embarrassment, and the expense of it is not subject to the ordinary revision and control of the city government. Its dissolution must be preliminary to any substantial and salutary reform in the organization of our courts, and the administration of justice.

The affairs of the Houses of Industry, Reformation, Correction, and the Jail, have been conducted in the most meritorious manner by their respective Overseers, and Superintendents, according to their means. But so much is wanted to place them on a footing commensurate with the claims of humanity and the feelings of the age — so much beyond our present resources — that I refrain from enlarging on the subject; expressing merely the hope, that some cheap provision may be made, by temporary buildings for the more effectual separation of the insane from the children of vice and the least atrocious of those from hardened offenders; and that the time is approaching, when the unfortunate debtor will not be domiciliated or confounded with either of these classes.

From undoubted information it is ascertained, that the danger of our harbor, from the alluvion of some of the islands, and the breach of the sea over the beaches, is constantly increasing. A confidence is felt, that the national government will continue its aid, to secure us against the more formidable inroads of the sea in our lower harbor. But additional protection is wanted for the interior positions, and for the existing wharves. A large surface of flats in the southeasterly quarter of the city, beyond the limits of those appendant to the upland, and entirely useless for any but the proposed object, would serve as a foundation for breakwaters; and, if owned by the city, might be ceded for that purpose to companies who would erect them. Application has been made to the Commonwealth for a release of any claim they may have to the premises, and no objection is foreseen to their granting what is of no value in its present

circumstances, but in the benefit of which the State would participate, when made useful to its metropolis.

A copious supply of fresh water is a convenience, the want of which becomes constantly more imperative. If, upon due consideration, it should not be determined expedient for the city to erect hydrants on its own account, the propriety of granting that immunity to a company will naturally engage and command the attention of the city government.

The transcendent success of the railroad system in England, as well as the encouraging result, so far as it has been attempted in this country, support the hope, that Massachusetts will not linger in the rear of that enterprise, from the issue of which no other State has more to expect than herself.

Gentlemen of the Common Council,—it is peculiarly your province to devise all practicable means for alleviating the weight of taxation, and retrenching the expenses of the city government. I have anxiously reviewed the ordinary heads of expenditure, with a desire to suggest to you any savings that may be made, consistently with the accustomed wants, habits, and expectations of our fellow-citizens. I regret to say, that I can discern none of much importance. The population of the city is increasing. The support of the School and Fire establishment is expected to be maintained in full energy. The city is at present defectively lighted, though additions are constantly making to the number of lamps and quantity of oil. Many streets are unpaved, the claims of whose inhabitants to equal accommodations with their neighbors, are extremely importunate. Occasions constantly present themselves for the widening of streets, which, if not improved, will not recur for many years. It is my own opinion, that the cleaning and the sweeping of the streets are practised to a needless and pernicious extreme; but such hitherto seems to be the pleasure of our fellow-citizens, to which I have consequently instructed the Superintendent of Streets to conform. Of the sums appro-

priated for the current expenses of this year, more than nineteen thousand dollars have been paid to meet the arrearages of the last financial year, arising from outstanding contracts and demands. It is confidently believed, that no such items will appear to trench upon the appropriations for the current service ; still, it is apprehended that no very important reduction can be made in our annual expenditure.

On the subject of salaries, I have but a single remark, that can be made with decorum. Should a general reduction of the salaries of your city officers be decided on, I shall not avail myself of the protection provided by charter of the mayor's salary during the period for which he is elected ; but shall conform to what I may discern to be the public sentiment.

Nothing remains for me but to renew to you all my sincere expression of the good wishes inspired by the associations of the season, and to assure you of the great pleasure I shall derive in my humble attempts to give effect to your ordinances.

H. G. OTIS.

JANUARY 4, 1830.

AN
ADDRESS
TO THE
MEMBERS OF THE CITY COUNCIL
ON THE
REMOVAL
OF THE
MUNICIPAL GOVERNMENT
TO THE
OLD STATE HOUSE.

BY HARRISON GRAY OTIS
MAYOR OF THE CITY OF BOSTON.

BOSTON:
JOHN H. EASTBURN....CITY PRINTER.

MDCCCXXX.

CITY OF BOSTON.

IN COMMON COUNCIL, SEPTEMBER 17, 1830.

Ordered, That the Committee of Arrangements be and they hereby are directed to present to the Mayor, the thanks of the City Council, for the impressive and eloquent Address delivered by him to the City Council in Convention, on the morning of this memorable Anniversary, and to request a copy of the same for the press.

Sent up for Concurrence,

B. T. PICKMAN, *President*.

In the Board of Aldermen, September 20, 1830.

Read and Concurred.

H. G. OTIS, *Mayor*.

A TRUE COPY — Attest,

S. F. M'CLEARY, *City Clerk*.

Boston, September 20, 1830.

HON. H. G. OTIS.

The Undersigned, the Committee of Arrangements for the Centennial Celebration of the Settlement of Boston, have the honor to enclose you an attested copy of a vote of the City Council, and respectfully ask your compliance with the request contained therein.

BENJAMIN RUSSELL,
WINSLOW LEWIS,
BENJAMIN T. PICKMAN,
THOMAS MINNS,
JOSEPH EVELETH,
JOHN W. JAMES,
JOHN P. BIGELOW,
WASHINGTON P. GRAGG.

ADDRESS.

Gentlemen of the Common Council:

I HAVE the honor to announce to you that the Mayor and Aldermen have concurred with your request to change the name of this building, and to order that it be henceforth called and known by the name of the *City Hall*.

Gentlemen of the City Council:

The intimations which I have received from many individuals of your body have left me no room to doubt of your general expectation that this first occasion of our meeting in this Chamber should not be permitted to pass away without something more than a brief record of the event upon your journals. — The spot on which we are convened is Patriot Ground. It was consecrated by our pious ancestors to the duties of providing for the welfare of their infant settlement, and for a long series of years was occupied in succession by the great and good men whom Providence raised up to establish the institutions and liberties of their country.

There are none, who have paid even a superficial attention to the process of their perceptions, who are not conscious that a prolific source of intellectual pleasures and pains is found in our faculty of associating the remembrance of characters and events which have most interested our affections and passions, with the spot whereon the first have lived and the latter have occurred. It is to the magic of this local influence that we are indebted for the charm which recalls, the sports and pastimes of our childhood, the joyous days of our youth, when buoyant spirits invested all surrounding objects with the color of the

rose. It is this which brings before us, as we look back through the vista of riper years, past enjoyments and afflictions, aspiring hopes and bitter disappointments, the temptations we have encountered, the snares which have entangled us, the dangers we have escaped, the fidelity or treachery of friends. It is this which enables us to surround ourselves with the images of those who were associates in the scenes we contemplate, and to hold sweet converse with the spirits of the departed, whom we have loved or honoured in the places which shall know them no more.

But the potency of these local associations is not limited to the sphere of our personal experience. — We are qualified by it to derive gratification from what we have heard and read of other times, to bring forth forgotten treasures from the recesses of memory, and recreate fancy in the fields of imagination. The regions which have been famed in sacred or fabulous history; the mountains, plains, isles, rivers, celebrated in the classic page; the seas traversed by the discoverers of new worlds; the fields in which empires have been lost and won, are scenes of enchantment for the visiter who indulges the trains of perception which either rush unbidden on his mind, or are courted by its voluntary efforts. This faculty it is, which, united with a disposition to use it to advantage, alone gives dignity to the passion for visiting foreign countries, and distinguishes the philosopher, who moralizes on the turf that covers the mouldering dust of ambition, valour, or patriotism, from the fashionable vagabond, who flutters among the flowers which bloom over their graves.

Among all the objects of mental association, ancient buildings and ruins affect us with the deepest and most vivid emotions. They were the works of beings like ourselves. While a mist impervious to mortal view hangs over the future, all our fond imaginings of the things which "eye hath not seen nor ear heard," in the eternity to come, are inevitably associated with the men, the events and things

which have gone to join the eternity that is past. — When imagination has in vain essayed to rise beyond the stars which “proclaim the story of their birth,” inquisitive to know the occupations and condition of the sages and heroes whom we hope to join in a higher empyrean, she drops her weary wing, and is compelled to alight among the fragments of “gorgeous palaces and cloud-capp’d towers,” which cover their human ruins, and by aid of these localities, to ruminate upon their virtues and their faults, on their deeds in the cabinet and in the field, and upon the revolutions of the successive ages in which they lived. To this propensity may be traced the sublimated feelings of the man, who, familiar with the stories of Sesostris, the Pharaohs, and the Ptolemies, surveys the pyramids, not merely as stupendous fabrics of mechanical skill, but as monuments of the pride and ambitious folly of kings, and of the debasement and oppression of the wretched myriads by whose labors they were raised to the skies. To this must be referred the awe and contrition which solemnize and melt the heart of the Christian who looks into the Holy Sepulchre and believes he sees the place where the Lord was laid. From this originate the musings of the scholar, who, amid the ruins of the Parthenon and the Acropolis, transports his imagination to the age of Pericles and Phidias; — the reflections of all not dead to sentiment, who descend to the subterranean habitation of Pompeii — handle the utensils that once ministered to the wants, and the ornaments subservient to the luxury of a polished city — behold the rut of wheels upon the pavement hidden for ages from human sight — and realize the awful hour when the hum of industry and the song of joy, the wailing of infant and the garrulity of age, were suddenly and forever silenced by the fiery deluge which buried the city, until accident and industry, after the lapse of nearly eighteen centuries, reveal its ruins to the curiosity and cupidity of the passing age.

These remarks in which you may think there is more of

truth than of novelty, have been suggested by the experiment which a few days since I attempted, to condense in the compass of a short address, a few ideas appropriate to this occasion. Beginning to think upon matters connected with the old Town House, I found my mind confused, and overwhelmed with the multitudinous associations of our early history which it naturally induced. To indulge them to a great extent, would trench up the province and the hour assigned to another, whose eloquence will furnish the principal gratification of the day. It is therefore indispensable, to confine myself to a few observations and consequently to do but imperfect justice to my feelings and the subject.

The history of the Town House considered merely as a compass of brick and wood is short and simple. It was erected between the years 1657 and 1659, and was principally of wood, as far as can be ascertained. The contractor received six hundred and eighty pounds, on a final settlement in full of all contracts. This was probably the whole amount of the cost, being double that of the estimate — a ratio pretty regularly kept up in our times. The population of the town sixty years afterwards was about ten thousand, and it is allowing an increase beyond the criterion of its actual numbers at subsequent periods, to presume that at the time of the first erection of the Town House, it numbered three thousand souls. In 1711 the building was burned to the ground, and soon afterwards built with brick. In 1747 the interior was again consumed by fire, and soon repaired in the form which it retained until the present improvement, with the exception of some alterations in the apartments made upon the removal of the Legislature to the new State House. The eastern chamber was originally occupied by the Council, afterwards by the Senate. The Representatives constantly held their sittings in the western chamber. The floor of these was supported by pillars and terminated at each end by doors, and at one end by a flight of steps leading into State street. In the day time the

doors were kept open, and the floor served as a walk for the inhabitants, always much frequented, and during the sessions of the courts, thronged. On the north side, were offices for the clerks of the supreme and inferior courts. In these the judges robed themselves and walked in procession, followed by the bar, at the opening of the courts. Committee rooms were provided in the upper story. Since the removal of the Legislature, it has been internally divided into apartments and leased for various uses in a mode familiar to you all, and it has now undergone great repairs. This floor being adapted to the accommodation of the City Government, and principal officers, while the first floor is allotted to the post office, news room and private warehouses.

In this brief account of the natural body of the building, which it is believed comprehends whatever is material, there is nothing certainly dazzling or extraordinary. It exhibits no pomp of architectural grandeur or refined taste, and has no pretensions to vie with the magnificent structures of other countries or even of our own. Yet is it a goodly and venerable pile — and with its recent improvements is an ornament of the place, of whose liberty it was once the citadel. And it has an interest for Bostonians who enter it this day, like that which is felt by grown children for an ancient matron by whom they were reared, and whom visiting after years of absence, they find her in her neat, chaste, old fashioned attire, spruced up to receive them, with her comforts about her, and the same kind, hospitable and excellent creature whom they left in less flourishing circumstances. But to this edifice there is not only a natural but “a spiritual body,” which is the immortal soul of Independence. Nor is there on the face of the earth, another building however venerable for its antiquity, or stately in its magnificence — however decorated by columns and porticos, and cartoons, and statues and altars, and outshining “the wealth of Ormus or of Ind,” entitled in history to more honorable mention, or whose spires and turrets are surrounded with a more glorious halo, than this unpretending building.

This assertion might be justified, by a review of the parts performed by those who have made laws, for a century after the first settlement of Boston — of their early contention for their chartered rights — of their perils and difficulties with the natives — of their costly and heroic exertions in favor of the mother country in the common cause. — But I pass over them all, replete as they are with interest — with wonder and with moral. Events posterior to those growing out of them indeed, and taking from them their complexion, are considered by reflecting men, as having produced more radical changes in the character, relations, prospects, and (so far as it becomes us to prophecy) in the destinies of the human family, than all other events and revolutions that have transpired since the Christian Era. I do not say that the principles which have led to these events originated here. But I venture to assert that here, within these walls, they were first practically applied to a well-regulated machinery of human passions, conscious rights, and steady movements, which forcing these United States to the summit of prosperity, has been adopted as a model by which other nations have been, and will yet be propelled on the rail-road which leads to universal Freedom. The power of these engines is self-moving, and the motion is perpetual.

Sages and philosophers had discovered that the world was made for the people who inhabit it ; and that Kings were less entitled in their own right to its government, than Lions, whose claims to be lords of the forest are supported by physical prowess. But the books and treatises which maintained these doctrines were read by the admirers of the Lockes and Sidneys and Miltons and Harringtons, and replaced on their shelves as brilliant Theories. Or if they impelled to occasional action, it ended in bringing new tyrants to the throne and sincere patriots to the scaffold. But your progenitors who occupied these seats first taught a whole people systematically to combine the united force of their moral and physical energies — to learn the rights of insurrection not as written

In the language of the passions, but in codes and digests of its justifiable cases — to enforce them under the restraints of discipline — to define and limit its objects — to be content with success, and to make sure of its advantages. — All this they did, and when the propitious hour had arrived, they called on their countrymen as the Angel called upon the Apostles, "Come rise up quickly, and the chains fell from their hands." — The inspiring voice echoed through the welkin in Europe and America and awakened nations. He who would learn the effects of it, must read the history of the world for the last half century. He who would anticipate the consequences must ponder well the probabilities with which time is pregnant, for the next. The memory of these men is entitled to a full share of all the honor arising from the advantage derived to mankind from this change of condition, but yet is not chargeable with the crimes and misfortunes, more than is the memory of Fulton with the occasional bursting of a boiler.

Shall I then glance rapidly at some of the scenes and the actors who figured in them, within these walls? Shall I carry you back to the controversies between Governor Bernard and the House of Representatives, commencing nearly seventy years ago, respecting the claims of the mother country to tax the Colonies without their consent? To the stand made against writs of assistance in the chamber now intended for your Mayor and Aldermen, where and when according to John Adams, "Independence was born?" and whose star was then seen in the East, by wise men. To the memorable vindication of the House of Representatives by one of its members? To the "Rights of the Colonies," adopted by the legislature as a Text book, and transmitted by their order to the British ministry? To the series of patriotic resolutions, protests and State papers teeming with indignant eloquence and irresistible argument in opposition to the Stamp and other tax acts? — to the landing and quartering of troops in the

town? To the rescinding of resolutions in obedience to royal mandates? To the removal of the seat of government and the untiring struggle in which the Legislature was engaged for fourteen or fifteen years, supported by the Adamses, the Thachers, the Hawleys, the Hancocks, the Bowdoin, the Quineys and their illustrious colleagues? In fact the most important measures, which led to the emancipation of the Colonies, according to Hutchinson, a competent judge, originated in this house, — in this apartment — with those men, who putting life and fortune on the issue, adopted for their motto

“Let such, such only tread this sacred floor
Who dare to love their country, and be poor.”

Events of a different complexion are also associated with the Boston Town House. At one time it was desecrated by the king's troops quartered in the Representatives chamber and on the lower floor. At another time cannon were stationed and pointed toward its doors. Below the balcony in King's street, on the doleful night of the fifth of March, the blood of the first victims to the military executioners was shed. On the appearance of the Governor in the street, he was surrounded by an immense throng, who, to prevent mischief to his person, though he had lost their confidence, forced him into this building, with the cry “To the Town House! to the Town House!” He then went forth into the balcony, and promising to use his endeavours to bring the offenders to justice and advising the people to retire, they dispersed vociferating, Home! home! The Governor and Council remained all night deliberating in dismal conclave while the friends of their country bedewed their pillows with tears — “such tears as patriots shed for dying laws.” But I would not wish, under any circumstances to dwell upon incidents like these — thankful as I am that time which has secured our freedom, has extinguished our resentments. I therefore turn from these painful reminiscences and

refer you to the day when Independence, mature in age and loveliness, advanced with angelic grace from the chamber in which she was born into the same balcony ; and holding in her hand the immortal scroll on which her name and character and claims to her inheritance were inscribed — received from the street filled with an impenetrable phalanx, and windows glittering with a blaze of beauty, the heartfelt homage and electrifying peals of the men, women and children of the whole city. The splendour of that glorious vision of my childhood seems to be now present to my view, and the harmony of that universal concert to vibrate in my ear.

Such, gentlemen, is the cursory and meagre chronicle of the men and the occurrences which have given celebrity to this building. And if it be true, that we are now before the altar, whence the coals were taken which have kindled the flame of liberty in two hemispheres, you will realize with me the sentiment already expressed, that the most interesting associations of the eventful history of the age might rise in natural trains and be indulged and presented on this occasion without violence to propriety.

We, gentlemen, have now become for a short period, occupants of this temple of Liberty. Henceforth, for many years, the City Government will probably be here administered. The duties of its members are less arduous, painful and dignified than those of the eminent persons who once graced these seats and procured for us the privilege of admission to them. Yet let not these duties be undervalued. They are of sufficient weight and importance to excite a conscientious desire in good minds, to cultivate a public spirit, and imitate with reverence great examples. There is ample scope for dispositions to serve our fellow citizens in the department of the City Government. It is charged with concerns affecting the daily comfort and prosperity of sixty thousand persons, — a number exceeding that of several of these United States at the time of their admission into the

Union. The results of their deliberations have an immediate bearing upon the morals, health, education and purse of this community and are generally of more interest to their feelings, and welfare than the ordinary acts of State Legislation. It is a community which any man may regard as a subject of just pride to represent — rivalled by none in orderly and moral habits, general intelligence, commercial and mechanic skill, a spirit of national enterprise, and above all a vigilance for the interest of posterity manifested in the provision made for public education. No state of society can be found more happy and attractive than yours. Many of those who are in its first ranks rose from humble beginnings and hold out encouragement to others to follow their steps. There is so far as I can judge, more real equality and a more general acquaintance and intercourse among the different vocations than is elsewhere to be found in a populous city. Those of the middling class as respects wealth, the mechanics and the working men are not only eligible but constantly elected to all offices in state and city, in such proportion as they (constituting the great majority) see fit to assign. We enjoy the blessings of a healthy climate, delightful position and ample resources for prosperity in commerce, manufactures and the mechanic arts, all of which I am persuaded are at this moment gradually reviving after some vicissitude from time and chance which happen to all things. — May we and those who will succeed us, appreciate the responsibility attached to our places, by the merit of our predecessors, and though we cannot serve our country to the same advantage, may we love it with equal fidelity. And may the Guardian Genius of our beloved city forever delight to dwell in these renovated walls !

AN

A D D R E S S

TO THE

BOARD OF ALDERMEN,

AND

MEMBERS OF THE COMMON COUNCIL,

OF BOSTON,

ON THE

Organization of the City Government,

JANUARY 3, 1831.

BY

HARRISON G. OTIS,

Mayor of the City.

PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:

JOHN H. EASTBURN....CITY PRINTER.

MDCCCXXXI.

ADDRESS.

Gentlemen of the City Council:

WE are now met to enter upon our respective official duties at the commencement of a new municipal year, under circumstances which should penetrate our hearts with unbounded gratitude to the Supreme Disposer of Events, for continuing to us the enjoyment of all the blessings civil and religious, social, individual and local, with which the most favored community has at any time been indulged, — perhaps all, of which the lot of humanity is susceptible.

The ordinary course of our municipal concerns has not been varied by any unusual occurrence.

The amount of the City debt on the first day of May, was eight hundred ninety-one thousand nine hundred and thirty dollars and seventy-five cents; of this, the sum of one hundred forty-eight thousand and six hundred dollars was payable in the current year, and may be considered as paid, though a small amount is not yet called for by its creditors.

The loans authorized the present year, exclusive of the temporary loans made in anticipation of the taxes of the year, and reimbursable from them amount to one hundred and thirty-one thousand dollars.

The loan on account of payment of the debt falling due this year, being	\$100,000
On account of City Hall	25,000
And for Mill-creek and Commercial-street	6,000

In consequence of this expenditure of thirty one thousand dollars for the above objects, which were not included in the annual estimate, the city debt will be reduced only seventeen thousand six hundred dollars, instead of forty-eight thousand six hundred, which would otherwise have been paid.

But the amount of that expenditure may be regarded in fact as profitable investment.

The income from that part of the City Hall which is under lease, exceeds by about eight hundred dollars, the average amount of rents received from the building as it stood, exclusive of the entire accommodation obtained for the City Government and its officers, a sum equal to the interest payable on the money expended in repairs merely. The land made in the Mill Creek may be sold at the pleasure of the City Government for a sum exceeding the amount borrowed to fill it up.

The lands bordering on the Neck have been again surveyed and laid out on an improved plan under the judicious superintendence of the Commissioner, with the approbation of the Mayor and Aldermen. New streets have been opened, and considerable progress has been made in finishing the principal ones. The attention of purchasers is beginning to be turned in that direction. Several lots have been sold, and my confidence is increased in the prediction that in these lands will be found resources for the gradual extinction of the debt; and a valuable surplus as the City advances in population and prosperity. The whole amount of sales of the City lands, the present year, is about twelve thousand dollars.

A petition to the legislature for the separation of this City from Chelsea is now pending, and will be determined at the approaching session. It is hoped that the worthy citizens of that town will not interpose serious objections to a consummation which is sought with the most friendly and respectful feelings towards them, which is manifestly proper in itself, and which would enable us to conduct our municipal concerns with greater simplicity and economy.

Should this application be successful, some disposal of the real property belonging to the County (and consequently in great part to this City,) which now lies in a most unprofitable state, will be called for by a just regard to the welfare and expectations of our fellow citizens.

I have great satisfaction in bearing testimony to the fidelity, humanity, diligence and skilfulness which continue to be manifested in the supervision of the concerns of the poor, by the officers charged with the care of them, both within and without the buildings appropriated to their use. The experiment made of the Institution for the Reformation of Juvenile Offenders, under the admirable system of discipline and education adopted by the highly gifted and benevolent Principal of that House, is most encouraging and leaves nothing to regret but the want of means to extend its usefulness.

To provide these and thus to rescue from crime and ruin, the unfortunate objects who might there find an asylum, would be an occupation at all times worthy of the persevering attention of the City Government.

The regulations of the House of Correction are executed in the best manner permitted by the circumstances in which it is placed. These are regarded in some respects unfavorably by those whose judgment in these matters is ripened by their laudable and benevolent attention to them. The principal objections arise from the location of the building in the same enclosure with the common jail, the occasional occupation of some of its rooms by convicts under sentence for high crimes, and the arrangement of the interior which forbids the classification of its inmates with reference to the various grades of delinquency — there is no doubt that in these particulars great improvements might be made, and that they are dictated by every consideration of policy and humanity. It is devoutly to be hoped that the time is not distant when they may be carried into effect, without oppressively increasing the weight of our civic burdens.

The County Jail is not under the immediate jurisdiction of

the City Government, but from the reports and information derived through the County officers, no doubt is entertained that its prudentials are managed with a just regard to the security and comfort of the prisoners. It is most consolatory to discover, that while imprisonment for debt is still allowable by law ; public opinion, and (as may be inferred) the feelings and habits of creditors as a class, have exceedingly diminished the practical evils and calamities incident to its rigorous execution. By a return made to me on the 27th of last month, it appears, the whole number of persons imprisoned for debt on mesne process and execution, in this city, is eighteen, and no more. These are all males. The time has been when the number has averaged fourteen hundred, annually, and sometimes including two hundred females. Should the habit of resorting to this mode of attempting to compel payment of debts have fallen into disuse in the same degree in other parts of the State, it would indicate that the time had come for the abolition of the laws authorizing imprisonment for debt, except in cases of fraud. In the course of the year, several cases of Small Pox have occurred, and sometimes under circumstances to create uneasiness, but by a prompt removal of the patients, and the alacrity and vigilance of the Resident Physician, the progress of the disease has been always immediately and effectually checked. The Medical Association, in a manner worthy of their honorable character and liberal profession, have made arrangements with the Mayor and Aldermen, whereby committees of the Association are distributed throughout the city, for the purpose of gratuitously vaccinating those who cannot conveniently defray the expense. In aid of this measure they have also suggested the expediency of providing some apartment in which this operation may be performed by the Resident Physician at stated periods. These precautions are doubtless wise and salutary, but are considered defective, until some additional provision to that existing on Rainsford Island be made for contingencies which are naturally to be expected.

Cold is no impediment to the progress of this disease. The city is exposed to its ravages in winter, not less than other seasons.

The repugnance of patients to be removed by water, especially in tempestuous weather is often embarrassing — the necessity of their almost instant removal urgent — and the state of wind and waves frequently adverse to the undertaking: Some accommodation in the shape of a winter hospital accessible by land, is certainly needed.

The condition of the Court Houses and the contiguous land, is such as redounds neither to the profit nor credit of the City. The County Court House, so called, stands on frail foundation and is greatly deficient in needful arrangement. It contains the Probate Office and Registry of Deeds, neither of them sufficiently secured against fire. The destruction of the records in these repositories would be a most deplorable and incalculable calamity, of which the inconvenience would be felt for generations to come. The Old Court House cumbereth the ground which is valuable for other purposes. The best disposition of this property would be to sell the whole after laying out a street from School Street to Court Street; and to purchase a new site for the Court Houses and Offices. But whether the present period is favorable for the execution of such a project, it is for your wisdom to determine.

Among the improvements which it is desirable to have speedily effected, the extension of a street from Sea Street northerly, by the water side into Broad Street, would seem to be entitled to a reasonable patronage by the City, whenever the proprietors awake to the undoubted benefits to be derived to them from it, shall be ready to cede the law requisite for that purpose.

At a legal meeting of the inhabitants of the city on the 30th July last, it was among other things resolved that the City Council be requested and instructed to propose and present to the General Court at an early day of the next ses-

sion a petition for an act granting authority to the city to subscribe and take shares in a Rail-Road to an amount not exceeding one million of dollars. Attested copies of the votes passed at said meeting will be immediately laid before you for your consideration and government. The fortunate result which has attended the experiment of Railways in England, and the confidence expressed by those who have engaged in the construction of the Baltimore Rail-Way, naturally strengthen the hope that our Legislature will no longer delay to aid with the resources of the State, some enterprise for connecting ourselves with other States, by this ligament.

And that an object pregnant with immense advantages to State and City may be promoted in some mode adapted to unite the energies, obviate the scruples, and reconcile the views and interests of old friends to an improvement, calculated to make an era of unprecedented prosperity in the condition of those countries where circumstances admit of its establishment.

The Fire Department, in its various branches, still preserves its claim to the highest confidence and approbation of our fellow-citizens. The measure of our obligation to the individuals engaged in this arduous duty, may be learnt from the fact, that within the last year not one instance of the total combustion of a dwelling house has occurred. Although the alarms have been frequent, the fires have been constantly got under, with partial and comparatively inconsiderable loss.

The long agitated and conflicting claims of the City, and other corporations and individuals, to the cove eastward of the City Wharf have been adjusted between the parties, without any sacrifice or concession on our part, which has not been met by its full equivalent.

A vacancy having happened in the Police Court, by the resignation of one of its Justices, and a Committee having been appointed to consider the expediency of applying to the Legislature to remodel that court by assigning to it two Justices only, I thought it my duty to request his Excellency

to postpone a nomination for that vacancy until the decision of the City Government should be made, to which he was pleased to assent. The subject is referred to the present City Council, and should command their earliest attention if further proceedings upon it are intended. In advancing towards that decision, those to whom the inquiry may be new, will, no doubt, think it proper to recur to the state of things as it existed at the time of the institution of the Court. The administration of injustice in some of the petty tyrannies called Justices Courts was attended by vexations and oppressions which fell heavily upon the unfortunate culprits, and by enormous extortions from the public treasury. As no abuse could be greater, so no reform could be more perfect and satisfactory, than that found in the establishment of the Police Court. The importance of this Court is thus realized by experience. Its jurisdiction as a court of arrest and examination extends through all the regions of crime and misdemeanor, and consequently involves the daily power of restraint on personal liberty. The unfortunate, and for the most part unprotected subjects of its jurisdiction have claims to humanity, sound discretion, and professional knowledge in their Judges. — The duties of the office are less inviting than important. Any measure tending to deter persons thus qualified from looking to this office, by surcharging it with duties, which must preclude them from reasonable relaxation, will doubtless be weighed with great caution before they are adopted.

Soon after my first election to office, it appeared on conference with the Auditor of Accounts, that great arrearages were due from persons bound by law to contribute to various common sewers. The process of assessing such persons is slow, and requires time and accurate calculation. I did not perceive how the Auditor could find time to bring up these arrearages even with the limited view, I then had of the various claims on his attention. That doubt became afterwards confirmed by observation of the indefatigable diligence

and entire occupation of the time of that very competent officer.

But I have hitherto yielded to an expectation which he entertained, (in which however I could not participate) of some favorable opportunity of bringing up these arrears, and to his exceeding unwillingness that any additional expense should be incurred in his department. It is my duty now to submit for your consideration my opinion, that the public interest requires provision to be made for temporary assistance in this department, for this particular object only. — A few months clerk-hire would probably bring up these accounts to their present date. After which the Auditor alone will be able to keep pace with the business.

Gentlemen,

It has been my constant endeavor with the valuable aid of my Colleagues of the Board of Aldermen to apply the public moneys placed at our disposal, to the objects of the respective appropriations, with all possible economy. It is hoped that no material interest has suffered, and that we have not left undone, what we ought to have done, with the means in our power. I shall still, so far as depends on my humble faculties, pursue the same course and sustain such measures as you in your wisdom may adopt.

I have only to add those sincere and ardent wishes which the season suggests, for your individual happiness, and for the continued prosperity of our beloved city.

[NOTE. — The addresses of Mayor Wells in 1832 and 1833, do not seem to have been printed in pamphlet form. They are here copied from the version given in the "Boston Daily Advertiser" at these dates.

W. H. W.]

[ADDRESS
OF
CHARLES WELLS, ESQ.,
DELIVERED
MONDAY, JANUARY 3, 1832.]

Gentlemen of the City Council:

HAVING been called upon by my fellow citizens to perform duties, which hitherto have been discharged by gentlemen of eminent qualifications, who were my seniors in age and my superiors in talent, I feel deeply impressed with the high responsibility of my station, and am sensible of the great disparity between my own qualifications and those of my predecessor. But, gentlemen, such qualifications as I do possess, with such auxiliary aid as my experience will afford, shall be devoted with untiring assiduity to a faithful discharge of my duty.

I shall not avail myself of the present occasion to recapitulate decisions of the past government, nor to propose schemes for future action; but such subjects as may be suggested from time to time of sufficient magnitude to deserve your consideration, shall be communicated by special message.

The unfinished business referred from the last to the present government, will undoubtedly be called up by gentlemen charged with the measures, and those of the greater importance should receive our earliest attention.

Gentlemen, I enter on my new duties relying with great confidence on the Board of Aldermen for counsel, on the Common Council for support, and on my fellow citizens for such further aid as the high trust reposed in me shall require.

[ADDRESS
OF
CHARLES WELLS, ESQ.,

DELIVERED

MONDAY, JANUARY 7, 1833.]

Gentlemen of the City Council :

THE day having arrived for the organization of the municipal government for the current year, we who are to manage its concerns, having taken upon ourselves that highly important trust, are pledged for the faithful performance of our various duties.

This pledge can only be redeemed by our assiduous devotion to a rigid execution of the multifarious duties which we have engaged to perform. No member of the City Council can feel more anxiety than myself that the result of this year's labor may terminate in the advancement of the best interest, prosperity and happiness of our citizens.

It shall be my constant aim to do all in my power that will have a tendency to produce these desirable objects ; nor do I fear that your cheerful co-operation and personal exertion will be withheld from my support, while I exert my endeavours to promote the adoption of such measures as are calculated to produce that result.

The prompt manner in which the City Council of the past year, adopted the judicious measures for the preservation of the health of the city at the alarming crisis when the Malignant Cholera first appeared in a neighboring state ; the ample appro-

priation made for the object, the great economy with which the money has been expended, together with the valuable services rendered by each member of the city government, in the discharge of the onerous duties imposed by those sanitary regulations, deserve the warm commendation of their fellow citizens, and will be long and gratefully remembered.

The annunciation of the appearance of the Cholera in the city of New York naturally produced much anxiety here for our own safety ; a recollection of our feelings at that time and a knowledge of our present healthy condition, must inspire us with gratitude to that Being whose special protection and favor we have so extensively enjoyed.

The Health Regulations, the aid rendered by the eminent medical practitioners in this city, together with the salubrious atmosphere, were the subordinate agents in averting the desolation so seriously apprehended from that fearful pestilence.

Having been thus highly favored, we should apply ourselves diligently the present year to cause the removal of all nuisances and sources of disease, and endeavor to place the city in the best possible attitude of defence against a renewed attack of that formidable enemy, should it again assail us.

Appropriations were made the last year for the erection of two additional public School Houses ; one at the southern and the other at the western part of the city, both of which may be completed the present year if the city council shall so determine.

The House of Correction at South Boston, will be fit for occupancy, early the ensuing spring ; and, on removing the prisoners to that establishment, I would suggest the expediency of introducing similar regulations to those established by Law for the government of the convicts in the State Prison ; that their rations be made equal to those furnished to the state prisoners, and that they be supplied by contract. This recommendation is urged upon your consideration from the fact, that a great saving of expense may be made to the public by

its adoption ; and the unfortunate beings confined in this Institution, be much better provided for than they are, under the present system.

Among the many improvements made the past year, perhaps no one is more acceptable to the citizens generally, than the continuation of Tremont street ; and certainly no expenditure of the public money has been more profitably applied.

This street, passing through the city's land west of Washington street, will greatly enhance its value and increase its sale ; on the proceeds of which we principally rely for our resources to discharge the public debt, which at the present time, amounts to about the same as it was at the commencement of the last year. Fifty-three thousand dollars was applied to its reduction during the past financial year, but the extraordinary call upon the Government for two new School Houses ; and the imperious necessity of providing a House of Correction, better suited for the reformation of its inmates, than that now occupied by them, compelled the Government to resort to a new loan, for sixty seven thousand dollars, for these objects, which will account for the public debt remaining undiminished.

Many other improvements have been effected of importance to those in their immediate vicinity, and are of that class, which while they especially benefit a few individuals, add greatly to the safety, comfort and convenience of the public.

It is not my intention to recapitulate the minor transactions of the past Government, nor to trouble you now with those of ordinary occurrence ; but there are some subjects of too much importance not to be noticed at this time.

It is well known that our principal Court House is altogether inadequate to the accommodation of the courts and public offices of this county. The building contains about thirteen rooms ; and owing to the peculiar form of the edifice, many of them are very dark and exceedingly inconvenient ; besides which, it is in a very dilapidated state, owing partly to its architectural construction and partly to the unskillful manner in

which the work was executed. But the necessity of erecting a new building does not grow out of the fact that the present one requires extensive repairs, but the want of a much greater number of rooms than are contained within its walls. On consultation with several gentlemen connected with the Courts, it appears, that an edifice must contain thirty five rooms to afford the accommodations required for their convenience. It should be remembered that the Records and public documents in the building are of immense value, and there are few who have not an interest in their preservation. Their loss would be attended with ruinous consequences, and it cannot be denied that the present building is not secure against destruction by fire. The plan of a new building, together with an estimate of its probable cost, have been submitted to the City Council of the past year. They will claim your early attention. The plan for purchasing a site for a Court House on Tremont street, and erecting thereon a spacious edifice, as suggested by my predecessor, has received my attention, as would any suggestion emanating from that highly respected and much esteemed individual. If this project could be effected at the

present time, or measures be adopted for its speedy accomplishment, consistent with the many other proposed improvements, I should not attempt to raise any obstacle to its execution. But believing that all the accommodations can be procured at a more reasonable rate by confining ourselves to the land now owned by the County, that the public expectation will be fully satisfied by the adoption of this course, and that the state of our financial concerns prompts us to limit our expenditures to the reasonable wants of the people, I am decidedly in favor of the plan recently submitted to the City Council for its adoption, and recommend it to your consideration.

A part of the building at South Boston, hitherto occupied as a House for Juvenile offenders, is to be used as a House of Correction for the ensuing spring. I suggest for your consideration the expediency of making some arrangements for the

better accommodation of that unfortunate class of juvenile delinquents, than can be afforded to them at their present place of abode under this new order of things. This institution although susceptible of improvement, will undoubtedly continue to be sustained by public sentiment, and by the fostering care of the government : impressed with these views, I can have no doubt that it will receive its due share of your exertions to sustain the public benevolent Institutions of the City.

During the past year many complaints have been made of the defective manner in which the city is lighted.

The principal cause of this defect is attributable to the small quantity of oil furnished, and not to any neglect of duty on the part of those charged with the care and superintendence of the lamps. Nor can the least complaint be substantiated against the contractor for supplying the oil.

If more light must be furnished, a larger appropriation must be made for the object.

The organization of the City Watch, the number of men employed in this department, and their time of service each night are subjects of much importance. Eighteen men are on duty at one and the same time, affording three watchmen to every two Wards in the city. They commence their duty at ten o'clock in the evening and are relieved in the course of the night by a like number of men, who continue on duty until daylight. Each watchman has his prescribed limits to perambulate, which occupy about one hour, always commencing and terminating his "rounds" at the same point.

An individual might start five minutes in the rear of a watchman and, (if both travel at the same rate) continue to walk all night without ever seeing this officer of safety, and yet he performs his duty faithfully. Another great defect in the present arrangement, in my apprehension, is, the lateness of the hour at which the watch is set ; and the early hour at which it is dismissed in the morning.

If they were required to be on duty one hour after sun-set

and continue till one hour before sunrise, great additional security would be rendered to the city, and if once adopted would receive the approbation of the citizens, notwithstanding the increase of expense that must be incurred for its maintenance.

The Fire Department continues to deserve high commendation for their active exertions in the arduous duties they have engaged to perform; and enjoy the full confidence of their fellow citizens. This confidence has lately been manifested by the very liberal donations made to the charitable fund of that Department.

I very recently had the honor to submit to the City Council, a report on the practicability and expediency of introducing soft water into the city by an Aqueduct. This subject I consider to be of the first importance, as every inhabitant must be favorably affected by its successful result. It is an undeniable fact that the well-water of the city has greatly deteriorated within a few years, from causes which are increasing daily. "It is impossible for a corrupt fountain to send forth pure water." A great portion of the water that supplies our wells, is merely the ooings of the ground, which must be highly impregnated with the deleterious contents of cesspools and drains; and although it may not be offensive to our senses, it is injurious to our health.

These facts are so firmly established in the minds of some eminent Physicians that they are exceedingly desirous that early measures may be adopted to secure to the inhabitants the enjoyment of a copious supply of pure water.

Statements and reports on this subject have been heretofore made to the City Council, and will facilitate the labors of those who may have the subject under consideration.

As a means of preserving the health and increasing the comforts of our fellow citizens, everyone must hope that the attainment of this most important object will not be long deferred.

Gentlemen, I have endeavored on this occasion to present to

your notice some of the most important subjects of a general character ; others will be hereafter presented by special communications. Feeling confident that the City Council will give to them all proper attention, and that I shall receive such aid and support as I may need in the performance of my various duties, I can only promise in return, that no exertions shall be wanting on my part to facilitate the labors of the Council, and sustain the great interests of this community.

INAUGURAL ADDRESS

or

THEODORE LYMAN, JR.,
Mayor of Boston.

JANUARY 6, 1834.

[NOTE. — The following brief speech of Mayor Lyman in 1834 is copied from the "Boston Daily Advertiser," which has probably the only record of the occasion.

W. H. W.]

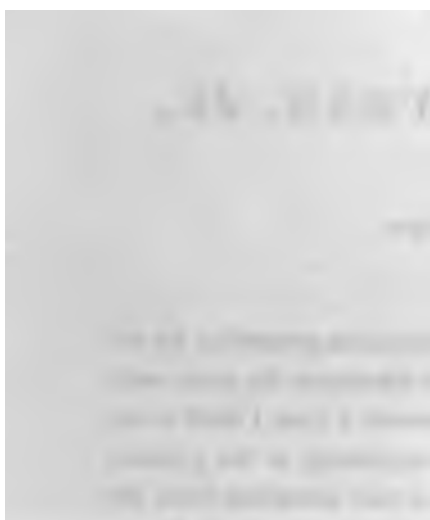
ADDRESS
OF
THEODORE LYMAN, JR.,

DELIVERED

JANUARY 6, 1834.

GENTLEMEN : I have now taken the oaths prescribed by the City Charter. Before I proceed to administer the same oaths to the other members of the City Council, I trust I shall be indulged with the brief privilege of expressing, in the presence of those of my fellow-citizens who are now assembled here, the deep sense I have of the honor which the people of Boston have conferred on me, by electing me to the office of Mayor. For that token of their regard, favor, and confidence, I beg them at this time to accept my best and heartfelt thanks and acknowledgments.

It is, also, a circumstance exceedingly grateful to my feelings, that I succeed to a Magistrate with whom I have the advantage of being on terms of personal friendship. In rendering full and ready justice to the merits and services of others who have preceded me in this office, it shall be my earnest endeavor to profit by their example.



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A D D R E S S

MADE TO THE

CITY COUNCIL OF BOSTON

JANUARY 5, 1835.

BY THEODORE LYMAN, JR.

BOSTON:

JOHN H. EASTBURN....CITY PRINTER.

MDCCCXXXV.

CITY OF BOSTON.

In Common Council, January 5, 1835.

ORDERED, That Messrs. MARETT, WILLIAMS, and COOK, be a Committee to request of the MAYOR a copy of his very interesting Address this day made to the City Council, and that the same be printed for the use of the Council.

ATTEST,

RICHARD G. WAIT, *Clerk C. Council, pro tem.*

ADDRESS.

Gentlemen of the City Council:

ACCORDING to the usual course of business, I shall probably not have the gratification of meeting you again for several months. I shall, therefore, take advantage of this opportunity (on other accounts a suitable one) to make a few general remarks relative to those topics of a municipal nature that may appear deserving of your notice and consideration.

The amount of the City Debt on the first day of this year was \$1,265,164 28. The whole of this debt (with the exception of \$100,000, a legacy of the town government) has been created since the City was incorporated. The following are the principal and most prominent items that have in part laid the foundation of the debt, though many of the original loans, contracted for the purposes specified, have been paid off by the substitution of other loans.

Leverett Street prisons and Court House	
(town debt) - - - - -	\$100,000 00

To quiet the claims of certain persons to the Rope walk lands at the bottom of the Common -	58,000 00
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Erection of Faneuil Hall Market, and laying out the numerous Streets and other improve- ments connected therewith - - - - -	600,000 00
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For the widening, laying out, extending, and improving Court, Washington, Broad, Com- mercial and Blackstone Streets and Merchants' Row - - - - -	235,000 00
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For the building of the City Wharf, East of the Market, and the purchase of two Wharves at the North End - - - - -	68,000 00
Fitting up the Old State House as a City Hall - - - - -	25,000 00
For the preservation of the Health of the City, during the Cholera year - - -	46,000 00
On account of the New Court House - -	90,000 00

Not only the amount of the debt has now become great ; but there is no prospect that it can be advantageously diminished for many years. This debt stands at a high rate of interest and is redeemable at irregular periods and in unequal sums. It is not in such a condition as to be susceptible either of a cheap or ready management. On this account it strikes me that it will be exceedingly for the public interest that the whole of it should be placed on a uniform and permanent footing — that it should be funded at an interest payable half yearly, the principal redeemable at a distant period — say twenty or thirty years.

The debt has been created, in the main, for purposes that could not be considered as strictly belonging to the current expenses of the year, nor is it of an amount at the present time to awaken the least uneasiness in a City of the extent and opulence of this. Still, a question may fairly arise how far it is just and wise to impose on posterity the whole labour and burthen of paying for improvements which the present generation have effected, and of the benefit of which they enjoy certainly their full proportion. We tax a distant age to pay the entire cost of the erection of a building or the extension of a street, when they cannot obviously have the slightest voice in the business. We bequeath to our children a debt created for purposes concerning which they cannot in the nature of things be consulted. I cannot think that this proceeding, even in those cases where the improvements last for centuries, is founded on a just principle.

Some of those operations also that we undertake because in our judgment they are for the public good, may not be viewed in the same way by our posterity. We may contract a debt of \$100,000 to open a Street or erect a building, which on account of a change in the course or nature of business may really be worth nothing thirty years from this time.

Some years ago during the time of the town a spacious Court House was erected. This structure, not proving large enough for the wants of the public and for other reasons, the City Council in April 1833 resolved that a new Court House should be erected. To meet this expenditure a loan has been created now forming one item of the City Debt. Half a century hence this Court House may possibly prove insufficient and inadequate to the wants of that day. The building has thereby lost its value; but the debt contracted to erect it, remains, not one dollar of it having been paid by those that have enjoyed the sole and entire benefit of the work.

Besides have we any reason to suppose that the next generation will not have improvements appropriate to their own times to make. In a community of such prodigious activity — enterprise and intelligence, can we justly say that any improvement is permanent — that the Citizens half a century hence will be satisfied with the meliorations or facilities in business of the present day? This is not likely to be the case — on the contrary just in proportion to the progress of a society not only do improvements suggest themselves; but also do they become necessary. Again, if every generation erects its fair proportion of public works and contracts its just amount of debt, it is quite obvious that in a single century there would be an accumulation both of interest, it would be troublesome and inconvenient to pay, and of principal, it would be most burdensome to redeem.

To my mind, therefore, It is in conformity with a just principle, that whenever any new public work is agreed on, a certain proportion of the cost should be added to the appropri-

ations of the year: This could be so apportioned that every generation would pay for its works with the exception, perhaps, of those of an exceedingly costly description and that were likely to last for the public use for a long period, and of those, also, from which a revenue might in the end be derived.

In regard, however, to the present debt, provision has been made for its final redemption, by appropriating the proceeds of the sales of the City Lands, certain balances in the treasury, the principal of bonds and notes due the City besides the fixed annual sum of 15,000 dollars. This, however, for the most part is rather a transfer of property than the payment of a debt.

The rate of assessing the taxes has been raised this year from \$8,50 to \$9,40 on a thousand dollars. The amount of expenses have not increased beyond the progress of the population — by no means in proportion to the increased amount of property in the City subject to taxation. But the last City Council determined, (as I conceived very justly) that the actual income of the City should be made equal to its disbursements — that if the appropriations annually made in the Spring to meet the expenditures of the year, were proper and necessary — if a long experience had shown that a certain annual expenditure was judicious, and in fact indispensable in a well ordered community, and if it had always been the practice to supply a large proportion of this amount from taxes, the propriety, policy or necessity were not very apparent of supplying annually a small proportion of it by loans, and thus making an annual addition to the permanent debt of the City on account of expenditures, which do not possess the slightest attribute of a permanent nature. Instead therefore of repairing these yearly breaches by small loans, the Council resolved at once to raise the taxes to an amount, which together with the regular and ordinary sources of revenue, would make the income of the City equal to its annual disbursements. Notwithstanding, however, the heavy addition made to the taxes this year — I feel the greatest satisfaction in stating that they have

been paid with an unusual degree of alacrity and cheerfulness. On the first day of the year a balance only of 26,438 dollars remained unpaid of the whole amount, \$374,323, assessed.

Sixty-seven thousand dollars was the amount appropriated last year for the Schools — this is not far from a ninth part of the whole expenditure of the City.

The town maintains seventy two primary Schools in which are instructed four thousand and fourteen pupils from the age of four to that of seven years. Ten Grammar — one Latin and one English High School in all of which are instructed four thousand and nine pupils for the most part from the age of seven to that of fourteen or fifteen years. As well by the course as extent of studies pursued in the Latin School a lad may be fitted for any College in this Country, and by those taught in the English High he may be qualified to take the lines and levels of a rail way or for any similar work, equally advanced, depending on the Mathematics.

In all, that admirable improvement of modern times, the inductive system, the invention of a Swiss teacher — that method by which the mind of the child is exercised and not his memory alone strengthened, by which he is made to understand his lesson before he is required to recite it — in all these schools that system is now introduced. If this is accompanied with incalculable benefits to the pupil it has also raised and promoted the master to his just and legitimate standing in society, by affording to those, that possess merit and talents a fair opportunity of acquiring in this walk of life that reputation and distinction, to which in all other professions they might justly have aspired.

According to the statement I have made, it appears that the City educates at the public expense to the extent of the Studies pursued in the Schools, eight thousand four hundred and twenty-three children which is at the rate yearly of a fraction more than eight dollars for each child, without including interest on the cost of the buildings.

According to an examination made in 1829, there were Four thousand and eighteen children in private Schools. The number has doubtless increased with the population and at present probably amounts to four thousand five hundred, giving for the public and private Schools an average daily attendance of twelve thousand nine hundred and twenty-three children, certainly a prodigious number for a population not much exceeding seventy thousand.

It also follows from the facts above recited that about one in every nine of the population is in a course of daily instruction to the extent I have stated at the public charge, and nearly one in every six attends a school either public or private.

The fruits of this system are that it secures first to the individual that degree of education which will enable him to perform with ease to himself the ordinary and habitual offices of life and at all times to acquit himself in a respectable and becoming manner — an amount, also, that may be improved and expanded as far as his tastes shall lead him or his opportunities open the way. It secures, second to the public a community nurtured in the same course of instruction — trained and drilled to the same regular and fixed habits — imbued with a deep and enduring sense of religion — inspired and animated with the same general attachments and sympathies. In a single word, I consider that the public spirit of this community, that extraordinary and as it were electrical sympathy which in all times of deep excitement, is observed to pervade instantly every portion of society, is for the most part created and engendered in the schools.

The appropriation last year for the internal health department, which embraces expenses for sweeping the Streets and removing nuisances, was twenty-four thousand dollars. This may strike one as a heavy expenditure yet I do not think it can be advantageously diminished.

On account of the admirable system of private drains and common sewers now universally established and the exactness

with which the ordinance, forbidding persons from throwing offensive matters into the streets, is enforced, the careful and uniform sweeping of the streets contributes chiefly to the comfort and convenience of the citizens and the general neat and respectable appearance of the City. It does not seem very important as it regards public health, for it is hardly possible that much injurious exhalation could proceed from the substances now seen in the streets, even if they were suffered to accumulate. Still, I do not think the present system should be in the slightest degree relaxed, for we can hardly expect the citizens to keep their own premises in good order when a City Government suffers the streets and public places to be in a dirty or slovenly condition.

But the greatest service which the Health Department renders, is in the careful and constant removal of what is denominated house dirt. This during one portion of the year includes coal ashes and during the whole every description of kitchen offal, whether animal or vegetable. In the warm weather, that is to say from May to November, this offal is taken from every house every day. It is placed without delay in close vessels and is removed in the same vessels in the course of fourteen hours on an average from the time it is made in the houses. During the month of July 528 tons were taken out and during the whole year 4,634 tons have been removed. The consequence is, that this prodigious mass, variety and accumulation of offal is not suffered to lie, day after day, in tubs, barrels or other open vessels or in corners of wood houses and back yards to ferment, putrefy and pass off in heavy, pestilential vapour tainting and defiling the atmosphere. On the contrary, it is disposed of in a way that a well tested experience has shown to be perfectly innoxious and by which also the great quantity of animal and vegetable matter contained in the mass — instead of being wasted or suffered to corrupt, is at once consumed.

The control of the private and the care and construction of

the public Drains also belong to this Department. We have at this time at least eight or nine thousand families in Boston that every day do some kind of cooking in which water is employed. This liquor, considered as especially injurious to the health, particularly that in which vegetables are boiled, is poured at once into drains that communicate (guarded by cess pools to prevent the passing of foul air) with the common sewers. They in their turn communicate directly with the tide waters. It is well known that the common sewers are laid at such a depth under ground and of such a mode of construction that it is impossible for the least portion of foul air to escape from them.

The value of this arrangement, it is obvious, depends on the private drain from the house or back yard of the citizen connected by means of a cess pool with the common sewer. The private drain is, as far as I am informed, an invention of modern times. But the common sewer with grated openings in the streets was undoubtedly known in a very remote age. Still it was subject to the great objection that the foul air of the sewer continually rose through the openings and all the foul water that entered them must first have been thrown into the gutters.

This description of liquid, so susceptible of corruption, is by the system of private drains carried at once into the sewer under ground and thence into the tide water. It is not poured day after day for years, perhaps centuries, either into streets or upon back yards till the whole surface and soil of a City becomes drenched and steeped in it.

Instead, therefore, of inhaling into our lungs and stomachs by day and night a portion of this putrid mass as it would escape in the shape of evaporation — all these pernicious ingredients, whether solid or liquid, are removed without delay.

The City owns at this time twenty Engines, twenty five hose, four bucket and three hook and ladder carriages. The whole number of members in the Fire Department is 1257. —

Thirty four fires have taken place during the year and thirteen buildings have been destroyed, all of which were of wood. The expense of the Department this year will not fall short of 16,000 dollars. That is about one twenty seventh per cent. of the assessed value of the whole real estate of the City. By another calculation it will be seen that the average annual amount of property destroyed by fire during three years has been 63,000 dollars, and during the same period the Department has turned out on an average every third day.

A portion of the citizens insure their real or personal property — perhaps both. Some part, if not the whole of the tax they contribute towards the expenses of the Department, is refunded in the diminished rate of Insurance they pay in consequence of the increased security furnished by that body. This is the direct equivalent for the expenses of the Department which this class obtains. The equivalent which the remaining class, undoubtedly the largest receives, consists in the increased security they also enjoy. A citizen may not insure his building or his merchandize. Still, it is obvious that he will possess all the advantage of the additional protection which a Fire Department affords and for which he may pay in the shape of tax though not in that of Insurance. Besides the individual has the choice of insuring or not. As it is an uncommon thing for a fire to enter and consume a second building, it is evident that the risk of being burnt down has become exceedingly small. If a citizen by care and precaution can prevent a fire from taking in his own premises, it is therefore worth very little to insure him against the misfortune or carelessness of his neighbor.

In some cities abroad the firemen are soldiers in the pay of the Government, forming a part of the military police. In others, they receive daily wages, wear an appropriate dress and have no duty to perform but to attend at their stations and at fires. I should be sorry to see similar arrange-

ments introduced here. The service of our Department, though severe, is nevertheless performed with spirit and alacrity, and in a very effectual way. It is also organized in conformity with the spirit of the people and the habits of the community. Numerous are the services whether voluntary or gratuitous which citizens perform for the public. But they are brought up and trained to this. They feel and acknowledge that there are certain offices, some of them accompanied with severe labor, which the public expect them to render. By this process society becomes dove-tailed and bolted together in a variety of ways. In this system, therefore of mutual and voluntary aid and service consists not only the strength but in fact the security of the community. At the same time, it cannot but have a salutary effect on the character and conduct of a young man to possess a consciousness that the community in which he resides, looks to him for a portion of assistance and protection, in times either of danger or distress. And as the public are always ready to reward by their applause the services he may render, a greater interest is gradually awakened in his mind in that very society to whose safety and security he contributes.

It was thought, some months ago, a proper and necessary measure of precaution to direct that none of the apparatus belonging to the Fire Department should be carried out of town. I need not say that this step was not taken from an inhospitable spirit or from an unwillingness on our part to aid and succour our neighbors to the full extent of our means. On the contrary, we feel it to be our duty, and I am quite sure I speak but the sense of the citizens, when I add that we shall ever deem it a pleasure to offer and afford every sort of assistance within our reach and command, whenever they shall be exposed to the dreadful calamity of fire or at other periods of their distress. But the usual tranquility and good order of this and the adjoining communities being now fully restored, it seems to be a favorable opportunity to concert and adjust with

those town authorities a regular and systematic mode of furnishing mutual aid and succour on the occasions I have alluded to.

I have, also, been led to make this suggestion from knowing that the health of many members of the Department, has, in consequence of violent exertions been much injured by hasty excursions into the country in a rapid pursuit of distant fire.

We shall be subject for many years, at least, to a heavy expense for the widening of streets. But since the completion of Broad, Commercial and Blackstone Streets, the two first constituting in fact a broad belt round and the latter a spacious avenue through the town, there is little reason to suppose that for the purpose merely of extending streets we shall hereafter be called on to provide large appropriations.

Our ancestors have bequeathed to us a town of narrow and crooked streets, rendered more difficult and dangerous in consequence of the numerous and in many cases steep declivities with which the peninsula is intersected. With a population bordering on 75,000 and a prodigious amount both of Country and City business the inhabitants at last, begin to feel the extreme inconvenience resulting from the unfortunate manner in which their streets were originally designed and constructed. The evil is a great one and probably it never can entirely be overcome. Nevertheless, it is in my judgment the duty of the City Government to neglect no suitable or favorable opportunity to widen the streets, especially those connected with the great thoroughfares of the town itself and the avenues leading to the outlets into the Country.

I am informed that during the next summer the three lines of rail road running into the interior will be finished. This will therefore complete our connexion with the North, South and West, coupled with the power and facility of prolonging the lines as far as the business of this portion of the Country will justify and require. On the other quarter we are covered

by the water, where I think no one can doubt but that we shall, to say the least, keep pace with the progress of the times.

It appears to me therefore that we have thus early laid the broad and solid foundation of a well devised and lasting scheme of internal improvement and means of connexion not only with the interior of New England but with more distant parts of the United States. The outlets into the Country, both bridge and rail way, being thus completed, it seems especially to be the province of the City Government to watch the future progress of the business of the town and to render those tracks and lines, which it may seem disposed to take and follow, as convenient and easy as the circumstances of the case will admit of.

The cost of paving and repairing Streets will always form a large item in the City expenditure. This since the increase of the Country trade, bringing as it does a crowd of heavily laden waggons upon our pavement, has been much augmented. For if the pavement is not actually worn and destroyed by the operation, still on account of the great weight of the load carried by many of these waggons, it is broken into holes or made to settle in a rough and irregular manner.

The rail ways will obviously make some difference as to the manner in which merchandise and other articles are brought into and carried out of town. There may be less traffic on particular streets but generally the increase will be great and immediate.

Though this City is nearly surrounded by water, yet the whole of our town and Country business is done on the streets; very little merchandise being water borne—we have not the advantage, like a sister City, of great rivers and water courses flowing strait and far into the interior. This circumstance adds greatly to the relative cost of repairing and paving our streets.

The appropriation made the last year for this purpose is

already exhausted and there is no reason I am acquainted with to suppose that the annual expenditure on this account will hereafter be less.

It is also true that in a Country where the frost is so extremely severe the annual cost of streets and roads under any circumstances will unavoidably be great. But in a state of society where habits of remarkable enterprise and industry prevail — where the people are as much distinguished for the love of occupation as for success in their undertakings, no process for securing and increasing easy and rapid means of intercourse should either be delayed or neglected. Money thus disposed of is speedily returned to a community.

I shall conclude this topic by stating that during the year 34,454 yards of paving have been laid and that several thousand loads of common and McAdam gravel have been spread on Broad, Commercial, Blackstone, and in smaller quantities, on many other streets.

Pauperism is a matter regulated by the laws of the State, but in its operation it effects this City so vitally and unceasingly that I trust it will not be said that I shall depart from that course and channel, to which I am desirous of confining my remarks, if on this occasion I offer for your consideration the suggestions that have occurred to me concerning it.

The average number of inmates of the House of Industry for the year 1834 has been five hundred and forty-five or forty more than in 1833 — near three-fifths of this number have on an average been of foreign origin. It is also deserving of remark that a large proportion of the inmates of domestic origin have been there several years; about fifty having entered from the old Almshouse as early as 1825, whereas a large proportion of the inmates of foreign origin have entered within the last two or three years. The Superintendent of that Institution examined some time since the Register of Admissions for two years, of which the following is an abstract :

In 1829 admitted	-	-	-	-	386 Americans.
“ “	-	-	-	-	284 Foreigners.
1834 “	-	-	-	-	340 Americans.
“ “	-	-	-	-	613 Foreigners.

Two very remarkable inferences, one equally unexpected and agreeable, may be deduced from this statement: First, the admissions of domestic origin have decreased in five years about nine per cent. second, those of foreign origin have increased, during the same period, more than one hundred per cent. Americans and foreigners are admitted in the same form and on the same representations. The native population has much increased since 1829, but native paupers have diminished. The inference is therefore irresistible that the general habits and condition of the community have improved. It is equally certain too that the number of foreigners liable, from a variety of causes to become paupers, has prodigiously increased.

Humanity, our religion, the highest obligations of a civilized community, all conspire to impress on our minds the propriety — nay, necessity of providing at the public charge a comfortable maintenance for the aged or infirm, and for women and children when destitute of friends or the means of support. In this particular I do not fear that our people will ever fail in their duty. We have at this time thirty benevolent Societies in Boston that distribute provisions, clothing, fuel, and occasionally money, to the helpless poor. The public have also erected and endowed, for the support of the same class of persons, a spacious building now known as the House of Industry.

I beg here to be understood as expressly stating that this description of charity, whether public or private, thus profusely administered, is professedly dispensed to the helpless poor alone. But who are the helpless? Where is the true and precise line between those who can and those that cannot

help themselves? For my own part I think it very difficult to say.

No general evil of long standing can be cured but by striking at the root. No doubt a large proportion of the persons assisted, either by private or public charity, require it in consequence either of their own bad conduct or of the bad conduct of those on whom they depend. Still they must be assisted. It will not do to allow them to perish from hunger or cold. The mischief therefore is not created by the private society, or the public institution that rescues these people from death or relieves them from suffering, but by their own bad habits. It is the habit then which requires attention. It may be said, I am aware, that some of these persons become indifferent and reckless about providing for themselves or their families, being well assured that in the extremity of their distress they shall, in some quarter or other, find relief and support. This remark, if at all well founded, can hardly apply to a whole class. Individuals, that habitually neglect themselves or their families to such a degree as to need public or private aid, are either profligate or abandoned or utterly reckless. It is therefore paying them a compliment, I am inclined to think they little deserve, to suppose that they would provide for their families, or even themselves, if others did not do it. I fully admit, however, that some mischief is done by a profuse or an indiscreet application of what is termed charity; but, after all, the root of the evil is in the habit that makes the charity necessary.

During the last year, two hundred and forty-nine persons were committed to the House of Correction by the Police Court. Of this number, one hundred and sixty-five, or more than half, were committed as common drunkards, and of these ninety-seven were men. The public were thus compelled to provide for and maintain these one hundred and sixty-five individuals, and probably in many cases, undoubtedly some of their families were supported by private contributions.

How many of these ninety-seven men, for example, were made drunkards by having charity administered to them on some occasion when they might have been in a state of destitution? Some probably were; but with the far greater part, causes of a very different description had a much more fatal influence.

I have therefore come to the conclusion, that no general rule or abstract principle can be applied to a subject like this, and that the only sure and effectual mode of reducing the number of paupers and pensioners, whether on public or private charity, is by seeking continually to improve the general habits of a community, — to elevate the common standard, and to make it clear and indisputable that the wisest, the best, and the most profitable thing a man can do, is to lead a regular, virtuous, prudent and industrious life.

At the same time, I entertain great doubts of the wisdom of making a legal allowance to paupers. But if a general rule cannot be established, at least some modifications may be attempted in the details of the system. I think, for example, that a House of Industry, as it is termed in the modern vocabulary, should be considered only a charitable institution, maintained for the purpose of giving aid and support — not work and employment. The work of such persons as ought really to inhabit these houses is worth very little. They can, in fact, perform little beyond the ordinary domestic work of the house. But it costs the public a great deal to find employment in poor-houses for those persons that are really able to work. There is also another objection to the system. When such means of employment exist, less severity will be exercised in granting admissions on the ground and expectation that the inmates will not only do work enough to support themselves, but also to bring in some profit to the institution. Those occasional paupers, mostly consisting of middle aged men and women, in fact, able-bodied, with few exceptions, who are received into the House when sick, or in a state of complete destitution in consequence of long con-

tinued intemperance, must of course be kept till they are restored to their health, and furnished with necessary clothing. But as soon as this period arrives, they should be transferred to the House of Correction, where they should be kept at work till they have paid all their expences in the House of Industry. It is but just, that society should have a right and means to remunerate itself. It is also in place here to remark that in all those cases where vagabonds and common drunkards are sent to the House of Correction, in a great many instances on sentences just long enough to restore them to a fine state of bodily health, the law should contain a provision authorizing their further detention till they have worked out their expenses. Not only this is just, but I am inclined to think it would have an immediate and decided effect on the population of the House of Correction.

It is now well understood that Parishes abroad, principally in Great Britain, have actually shipped their paupers to this Country or to the Provinces whence they migrate at once. If this speculation should succeed, if it should be found on trial cheaper to pay the passage money of a pauper than to maintain him at home, it will be difficult to calculate either the extent or the duration of this sort of exportation.

If these persons should actually come in great numbers, they will of course cluster in the Cities, forming separate communities or colonies, detached and alienated from the general habits and associations of the people, in the midst of whom they are scated. Even, if this state of things does not lead to collisions, if the cleanly and well ordered customs and practices of the native population are not in some degree disordered and defiled by the contagion of an example so pernicious, at any rate we shall have among us a race that will never be infused into our own, but on the contrary will always remain distinct and hostile. Their children will be brought up in ignorance and idleness; disregarding themselves every comfort and neglecting every decency of life, they will be found

living in filth and wretchedness, crowded, of either age or sex, into foul and confined apartments. This course of life is the fatal and teeming source of epidemic or malignant diseases.

There are two modes by which the pressure of alien pauperism may be diminished and the public relieved from a portion of the expenses now incurred for the support of foreign poor. One is by an act of Congress under the Constitution of the United States, imposing a tax or duty upon foreign emigration. Another mode is strictly to execute the laws of the Commonwealth. The 13th Section of the statute of 1793, *authorises the Overseers of the Poor to relieve and support poor persons having no lawful settlements within this Commonwealth when they stand in need*, and employ them as other paupers may be — the expenses whereof, may be paid out of the Treasury of the Commonwealth, when they cannot otherwise be obtained. Under the same provision a magistrate is authorized upon complaint to the Overseers to cause such paupers to be sent and conveyed by land or water to any other State, or to any place beyond sea, where he belongs, if said magistrate may think proper, *he may be conveniently removed at the expense of the Commonwealth*, but if he cannot be so removed, he may be sent to and relieved and employed in the House of Correction or Work House at the public expense.

A foreign pauper who thus becomes chargeable to the public and is able to do hard labor may be required to devote that labor to his own subsistence in the House of Correction — or if he be disabled or otherwise incapable of work he may be sent beyond sea at a reasonable rate, to the ports or places where he belongs — which are the ports or places at which such aliens had taken passage to the United States. If this can conveniently be done, the expenses are chargeable to the Commonwealth. If it be true that foreign nations or foreign colonies are in the practice of paying the passages of paupers

to our shores — it cannot be considered a departure from state comity, if we return those that may become a public burden, back again, under the warrant of a magistrate, to the places where they belong. It may be here mentioned that no provision is made under the poor laws of Great Britain for the support of any pauper within the British Empire who has not a legal settlement.

The expense of returning alien paupers to the colonies will not be great — certainly much less than supporting them here in idleness — and the local colonial authorities can have nothing to complain of, since the poor persons so returned are only sent to the place of their original destination.

If a few families were returned to the colonies, or a few able bodied men subjected to hard labor in the House of Correction till they had paid their expenses in the House of Industry, the practical effect would be to prevent their coming or being sent, as soon at least, as the disposition made of them here became known.

The last City Council made provision for the erection of a House of Reformation for Juvenile Offenders. The foundations of this building have been laid and it will probably be finished next summer. This institution will complete the arrangements it is both becoming and necessary for a large City to make, relative to that portion of the population, which is thrown by misfortune or vice, or infirmity either upon the care or the support or custody of the public. The City will then possess within the same enclosure and subject to the control and regulations of the City Council a House of Reformation, of Industry and Correction.

To the first I attach great value ; for I am well persuaded that a very large proportion of the subjects of such institutions fall into bad or irregular habits from the neglect of parents or other causes strictly accidental. In most cases it is generally sufficient to remove them from the infected atmosphere in which they have been brought up or into which they have

fallen — subject them to steady discipline and regular work and whenever opportunities present, bind them out in good situations.

It is probably true that the higher class of prisons are generally places merely of punishment; for it seems unlikely that many of their inmates should be radically reformed since crime has become a systematized craft or profession. It is well known to the police of every large City that the depredators on the public often have their fraternities so far organized, at least, as to entitle the calling somewhat to the standing of a regular business. The mischief of such a system not only consists in an increased difficulty of detecting rogues; but it renders the thorough reformation of a convict a more arduous and uncertain undertaking from the circumstances that the moment he is released from a prison there are haunts and companions to whom he can return, who provide him at once with food, clothing and a home and soon with materials and temptations to engage in fresh crimes. But whether any or many are reformed, I should think all would concur in the opinion, that a continuance of vicious habits, perhaps beginning in idleness or some slight irregularity or indiscretion, has in the end brought many individuals to the deplorable condition of possessing no other means of subsistence than the commission of guilty acts would afford. Nor is it in any way unreasonable to suppose that a person of immature age may by wise management, be rescued from a career simply of bad habits which, if neglected would inevitably lead to a career of hopeless crime. It would seem, therefore, that the best step society could take in this matter would be at once to check a fatal course of habits, by removing the subject of them from the scene of his depravity and the presence of his associates and gradually to subdue them by procuring for him steady employment and by subjecting him to such controul as would immediately make him perceive the necessity and in the end appreciate the advantage of good behaviour. Every useful and respectable member, thus

restored to society, may be, at least one convict withdrawn from a State Prison.

We have not been visited this year with any sort of epidemic or other prevailing sickness. The number of deaths has been one thousand five hundred and fifty four which does not much vary from the average annual number the last twenty years nor can much change in the nature or severity of the diseases be perceived during the same period. According to returns of Deaths, Boston is now more healthy than it was about ten years ago — less so than it was about twenty years ago. I find that

25 years ago 1 in 45 died

10 “ “ 1 in 38 “

and at present 1 in 43 or 44 though this proportion cannot be exactly stated on account of the difficulty of ascertaining the present amount of the population. This is however a favorable result, for as the population of a City augments, deaths for obvious reasons are observed to increase beyond what would appear a just proportion.

With the exception of the years 1821 — 1825 and 1832, which were sickly, though not to an extent to show the existence of a malignant epidemic, the number of deaths for twenty years has been steady and uniform. From this statement it follows that our climate is exempt from fatal epidemics. The disease that commits the greatest ravages amongst the population is Consumption. To that at least seven or eight per centum of the whole number of deaths may be attributed.

Upon the common class of diseases good habits, such as cleanliness, temperance and general regularity of life have no doubt a constant and decided effect. In proportion, therefore, as a community improves in these particulars, it is fair to calculate that the average number of deaths from maladies in general will diminish. But consumption is a complaint that appears to form an exception to the general remark except so

far as the sort of habits I have referred to, serve to invigorate the constitution. By vaccination and the immediate removal of the patient we have succeeded in controlling the ravages of the small pox. By attention to cleanliness and other good habits, the malignant and epidemic nature of the Asiatic cholera can be subdued. But precautions so useful in most other maladies seem to avail little against consumption. Still, no doubt something may be done in regard to this fearful disease by care and precaution. The extreme severity and remarkable vicissitudes of this climate are daily better understood and our houses and clothing more exactly adapted to it. It is true consumption is a constitutional disorder peculiar to that nation from which we are descended. It is one disorder, exceedingly affected by climate, but at the same time no two climates can be more unlike than this in which we live and that of England. When therefore we have thoroughly learnt to deal with our climate as its remarkable peculiarities require, we may, perhaps, perceive some slight reduction in the number of victims of a disorder so remarkable that without a single epidemic or contagious attribute it is still the prevailing malady of New England. I should be unwilling to admit that some such favorable and fortunate result would not be realized, because in regard to complaints in general the climate is uncommonly healthy.

Only four deaths by small pox are recorded in the Bills of Mortality this year. With one exception the disease has been traced in every case to a foreign origin. This affords conclusive as well as most satisfactory evidence that this dreadful scourge is not only fully subdued as an epidemic, but nearly eradicated as a disease, — evidence equally conclusive, also, of the beneficial effects of the system of vaccination, wisely adopted and rigidly enforced by the City Government. It is proper to add that these deaths by small-pox all occurred at the Quarantine Ground on Rainsford Island. The whole number of cases during the year has been sixteen.

A contract was made early in the summer for one hundred and ten gas posts, but only seventy-one of them were received in season to be erected. These have been put up in Dock square, in Union, Hanover, Court, State, Congress, Exchange, and in parts of Ann and Washington Streets. The remainder of the contract, viz. thirty-nine posts, will be erected as early as the state of the ground will admit of in the spring. These posts have been placed at equal and regular distances. One in every ten is provided with a larger jet for the purpose of being kept burning all night. The lanterns of this latter description have been set at corners of streets and other places much frequented.

By comparing the cost of supplying light from the seventy-one posts already erected with the cost of the light furnished by the oil lamps discontinued, it appears that a small saving of money has been effected; while it is obvious that the quantity of light distributed is greater and it is also now diffused in a manner perfectly equal and uniform.

The fence round the Common is now in a bad condition, and with the exception of a small part is in fact not worth repairing. It will therefore be necessary early in the season to build a new one either of wood or iron. The latter material strikes me as the most suitable. The value of the Common, as it regards the health or recreation, comfort or enjoyment of our people cannot be stated in too strong terms. It will always afford extensive and agreeable walks, and ample and convenient spaces for parades and public amusements. Being open to the country on that side whence our prevailing winds blow, more especially in the hot weather, the Common acts in the capacity of a reservoir to receive and distribute a perpetual supply of pure and fresh air—an advantage which will be yearly more felt as the open spaces in the other parts of the town are built on. Any one that will take the trouble to stand at the corner of West or Winter, or at either corner of Park Street, when the wind blows tolerably strong from the

west, will readily and assuredly form some sort of estimate of the quantity of fresh air distributed in the way I have mentioned. There is no part of the City, even the most remote, which does not feel the effect of this prodigious flow on its circulation, and of course to some extent derive a benefit from it.

The Common is also a vast ornament to the City, and with proper attention to the walks and trees, will in a few years stand without a rival in the great cities of this continent. It now requires a fence, and in my judgment a handsome substantial iron one would be the only one adapted either to the size, beauty, or purposes of the place. I have, also, reason to think that a considerable portion of the cost would be paid by those citizens that now live in the neighborhood, to which I presume some additions might be made from other quarters in the shape of private subscriptions. The remarks I have made concerning the Common, apply, also, to that round Fort Hill, which will need soon, if not entirely renewed, at least to be thoroughly repaired.

A Report on the subject of furnishing a copious supply of pure and soft water has recently been published by order of the City Council, and is now in a course of distribution to the citizens. This work, in itself elaborate and in great detail, proceeds from the hands of an Engineer of uncommon experience and acknowledged ability, and in whose calculations and conclusions entire confidence may be placed.

I took an early opportunity, after I came into office last year, of addressing to the City Council a special communication, in which I investigated and discussed this grave topic at considerable length; and among other things I expressed a desire that such steps should be taken as would eventually enable the citizens to determine (if the undertaking should prove practicable) whether at any rate it would be considered prudent and judicious to engage in it. The Report of Mr. Baldwin shows conclusively that an adequate quantity of suitable water can be obtained, and upon terms that I should not

think would be deemed extravagant. So far, therefore, as depends on general surveys, this work, the object already of one formal survey in 1825, and of occasional inquiry and examination the last ten or fifteen years, may now be regarded as having been brought to a close.

Whether the source recommended by Mr. Baldwin shall ultimately be selected, will of course depend on its merits as compared with other sufficient means of supply within a suitable distance of town; all of which have been surveyed by him, and of which he has presented a full as well as detailed account. The Report, therefore, furnishes the citizens with ample and satisfactory materials for coming to a right conclusion relative to the point, whence the water shall ultimately be drawn.

I am well aware that this enterprise is one which, under the most favorable circumstances, will involve a heavy expenditure, and in its execution unavoidably be protracted through several years. On this account, the general scheme itself requires and deserves to be examined, weighed and meditated with every degree of care and attention, nor is it possible to adjust even the details of a work of this description in a judicious way without a vast deal of inquiry and deliberation.

Still I cannot doubt but that abundance of pure and soft water would contribute materially to the health, comfort, and convenience of the people — certainly to the two latter — that the undertaking is well worth the trouble and expense, and if we can form any estimate from the state of investments in similar works in London, Philadelphia, and many other cities, that it would yield a fair profit. At any rate, this is one of the improvements, in the condition of society in modern times, which seems imperiously to be called for, and which will, I am well persuaded, be ultimately adopted in all large towns.

The Court House, commenced in the spring of 1833, will be completed the next summer. When occupied, many rooms will be left vacant in the Court Houses in Court Square and

Leverett Street. What disposition shall be made of these buildings, especially the first, is a subject for your consideration, though I recommend at this time to your particular attention the state of the Jail connected with the latter of these Houses.

During the last summer the habitual peace and quiet of the town were suddenly menaced to an alarming extent. Conceiving that in the exceedingly inflamed state of the public mind the ordinary police of the City might not prove adequate immediately to subdue and effectually control any disposition to riot and tumult, which might manifest itself, I considered it my duty to appeal at once and in a formal way to the citizens for their aid and support. Both were most speedily, cheerfully and heartily accorded. Numerous and very efficient patrols were organized with an uncommon degree of alacrity and animation. The military also assembled with very full ranks at a minute's warning, and continued most faithfully under arms during the whole period of this excitement. In short, the duty of guarding the City during the six nights it was thought prudent and advisable to continue these extraordinary measures of safety and precaution, was so effectually performed by the citizens that not a life or a limb was put in jeopardy — not the slightest actual disturbance of the peace took place, nor was the least injury done to the person or property of any citizen. To the admirable spirit of the people of Boston — to their determined love of order and their inflexible resolution at all times and at all hazards both to obey and sustain the law, we are indebted for a state of things equally auspicious and

INAUGURAL ADDRESS

or

SAMUEL T. ARMSTRONG,
Mayor of Boston.

JANUARY 4, 1836.

[NOTE.—This address does not seem to have been printed as a pamphlet, and is here reprinted from the “Boston Daily Advertiser.”

W. H. W.]

ADDRESS.

Gentlemen: We have been selected by our fellow citizens to administer for the ensuing year, the fiscal, prudential and municipal concerns of the city.

It is a high trust, and we are under obligations to discharge that trust, by the oaths we have taken, the expectations we have raised and by the honors we enjoy.

Succeeding to the places of men who possessed the full measure of public confidence, from their intelligence, integrity and experience, and surrounded by an enlightened and vigilant community, we are urged to a faithful discharge of our duty, by motives sufficiently efficacious for upright minds.

By the city charter it is made the duty of the Mayor to recommend, from time to time, such measures as may tend to the improvement of the finances, the police, health, security, cleanliness, comfort and ornament of the city.

There are various matters connected with these subjects, which will be submitted for your consideration hereafter; and I had intended at this time to have presented them; but upon reflection, there are, it is believed, some advantages in delaying their presentation for a time.

The great calamity which has so recently afflicted the city of New York is calculated to alarm our fears, as well as to excite our sympathy.

While we commiserate the sufferings necessarily incident upon the occurrence of such an event, we extend to our fellow citizens of that metropolis the hand of friendship and brotherly kindness, with the assurance that the substantialities of brother-

hood shall not be wanting on our part, if known to be acceptable to them.

This awful catastrophe has tended in no degree to abate the interest which has long been felt upon the subject of introducing a full supply of water for the use, comfort, and safety of this city.

I forbear to urge you on this topic ; much has been done by others ; and much remains to be done by us, if this enterprise is to be carried forward to a successful issue.

I recommend the immediate reference of the whole subject to a committee, with authority to cause to be surveyed any other sources for a supply of water, than have been heretofore surveyed ; with directions to report their opinion as to the best mode of attaining the object in view, and whether it shall be done by the city in whole or in part — or whether it is expedient that it should be referred entirely to individual enterprise,

In public affairs, as well as in the affairs of individuals, a wise economy is of the first necessity in promoting ultimate prosperity, but a liberal expenditure with judicious management, is entirely consistent with true economy. Whatever is done for ourselves alone is done for the day that is passing ; while that which is done for our city is to endure for generations to come. Any suitable expenditure, which has for its object either the promotion of health, the instruction of youth, the reform of the vicious, the protection of property, or the support of the helpless, has never been denied, and will not now be grudged.

The city debt may be taken to be at the present time, about \$1,250,000. — In a day of general prosperity, this debt may be considered as a light affair ; but in such seasons as have been witnessed by us all within a few years past, it would not be deemed of insignificant importance. Its increase ought not to be tolerated but for the most weighty reasons. Those who come after us may find that they have unequal wants to supply, from resources far less abundant than ours.

If any debt is incurred on account of introducing water for the city, the water tax ought strictly and faithfully to be pledged and applied for the redemption of this debt and the payment of its interest.

I have the pleasure to believe that under the diligent superintendence of those patriotic citizens who compose the various Boards entrusted with the care of the Poor, and the employment of the vicious among us, we may look for such improvements in the mode of conducting these establishments as will soon relieve the city in some measure from the burdens hitherto imposed upon the industrious, and the frugal, and the temperate, for the support of the idler, the improvident, and the drunkard.

In such an event we shall have not only imitated the example of other communities, and fulfilled the public expectation, but have conferred a lasting good on the vicious and the vagrant.

Having occupied a seat at the Board of Aldermen during four successive years, I have so much acquaintance with my office as induces me to enter upon it with an unaffected distrust of my ability to discharge in a satisfactory manner its various delicate, arduous, and responsible duties. Nevertheless having been invited to this station by my fellow citizens, I did not feel at liberty to decline the call; and I enter upon these duties with the cheerfulness of hope and courage inspired by a conscious desire to ascertain what are the true interests of the City, and a resolution to pursue, in all my official conduct, that course which shall appear to me the most conducive to the security of those interests.

INAUGURAL ADDRESS

OF

SAMUEL A. ELIOT,
Mayor of Boston.

JANUARY 2, 1837.

[NOTE.—This address is apparently to be found only in the reports in the daily newspapers, from which this version is copied.

W. H. W.]



ADDRESS
OF
SAMUEL A. ELIOT.

MONDAY, JANUARY 2, 1887.

IN assuming the responsibility of the office to which I have been called, it is impossible not to feel its weight, while I am not disposed, either timidly to shrink from it on the one hand, or to encounter it with presumptuous confidence on the other. I feel sensibly that my reliance must be on the support which I may justly expect from the character of those who have been selected for the other important stations of the Municipal Government. Having nothing in view but the strict performance of our respective duties, we may reasonably hope, with the divine blessing, to promote in some degree the welfare of the community of which we form a part, and to secure to ourselves the approbation which that intelligent community is ever ready to award to the conscientious performance of duty, and to nothing else.

I shall take the opportunity of entering on my official relations with you to mention some of the subjects which seem to require early attention on the part of the City Government.

It is made the duty of the Mayor, by the Charter, to "recommend all such measures as may tend to the improvement of the finances, the police, health, security, cleanliness,

comfort and ornament of the city ; " and there is one subject which is urged upon our attention by considerations of great moment connected with all these topics, and by that decided voice of our fellow citizens which alone would be sufficient to insure your prompt action.

You will perceive that I refer to the introduction of a copious supply of pure water into the city. It seems to me impossible that any subject can come recommended to us with greater variety or strength of claims upon our immediate attention. What can have a more direct and beneficial influence on the health, security, cleanliness, comfort and ornament of our city than an abundant supply of good water? Its relation to these points is too obvious to dwell on ; and if this be true, its indirect bearing on the police, the quiet of the city will scarcely be denied ; while its importance to the value of the large landed property held by the city, and thus to its finances can as little be disturbed or doubted. It was not without good reasons therefore, that the citizens, by their vote in August last, required the attention of their Municipal Government to this most important subject ; while with equal wisdom they determined to refer the particular mode of the introduction of requisite supply, to commissioners selected with exclusive reference to the subject. The appointment of three commissioners is the first step to be taken in compliance with the expressed wishes of our constituents, and I invite your immediate attention to the arrangements which are necessary to carry those wishes into effect.

No coöperation shall be wanting on my part. Whatever may be the mode finally selected, it is not to be expected that so great an object can be obtained without proportionate expense but the experience of other cities goes to prove, as I trust our own will one day show, that the expense is more than repaid by the great advantages derived from it ; that, in fact, it is an economical measure, as far as greater expenditure for other means of supply is prevented by it.

The next subject to which I think it is desirable your attention should be drawn, is one which was discussed in the last city council, viz. the removal of the present jail in Leverett Street. There can be little doubt that this measure would be expedient, on principles of economy, as the estate on Leverett Street might probably be sold for more than a new jail would cost. But it is also recommended by considerations derived from the uses to which the county jail is applicable, and the improvements in the construction of such buildings which have been adopted since the erection of those buildings on Leverett Street.

With a jail constructed on a plan embracing all the improvements which recent times can furnish, the system of imprisonment, and of correctional discipline in use among us, would, in theory, be nearly perfect. For offenders of the worst character the State Prison affords a proper place of punishment; for those of inferior degrees of guilt, the House of Correction offers a suitable degree and duration of penitentiary discipline; for the youthful offender, the House of Reformation provides that education, and correctional, yet paternal discipline which is the best security against future delinquency. If a better place of confinement were provided, therefore, for persons arrested but not convicted, and for the few others who, under existing laws are so unfortunate as to be deprived of their personal liberty, a place combining the necessary security, with that degree of comfort which the forlorn situation of those whose innocence is to be presumed till their guilt is proved, seems to require, there would be little more to ask in relation to the subject. In this connexion, however, I will take occasion to suggest that the usefulness of that most important institution, the House of Reformation, might perhaps be much increased by a modification of the law requiring the Juvenile offender to be sentenced by a Court of Justice, in order to his admission into it.

The stigma upon the individual and upon the institution

consequent upon this mode of proceeding might perhaps be advantageously removed, and its doors opened more freely for the reception of those, who, without having committed a legal offence, are in such a position as to be benefitted by its excellent discipline. With the suggestion, however, of such a change, I leave it to your wise deliberation to determine its expediency.

The system of public charity pursued in this city is complicated, and greatly liable to abuse. As some of the evils of it arise, however, from the laws passed by the higher authority of the legislature, they are not directly remediable. But there is one point over which the City Council have the requisite power, and which I feel obliged to call to your early consideration. There are many unfortunate idiots and maniacs, in the Houses of Industry and Correction, for whom, under existing circumstances, no suitable accommodations are, or can be provided. By the revised statutes a hospital is required for such persons in the House of Correction. Would it not be becoming, in a community of large resources, and enlightened liberality, to provide for the comfort and safety of those also who are inmates of the House of Industry? A hospital, fitted for the application of suitable medical treatment of these patients, would not only be honorable to the philanthropy of the city, but might result in such a diminution of their number, as materially to lessen the expenses of their support.

The completion of the new Court House, renders necessary the consideration of the best disposition of the building on Court square, now occupied only by the Probate Court and the Registry of Deeds. An opportunity is now offered of embellishing the city leaving an open space at the southerly end of the new Court House, or of adding not only to the ornament but the convenience of the town, by the erection of a building for the accommodation of the officers of the municipal government. The small apartments and insufficient accommodations of the buildings in which we are assembled have long been

felt as evils of no slight weight, and with the rapid growth of the city, cannot but be more and more seriously inconvenient. No better opportunity than is now offered, will probably soon occur, of providing a central, quiet and convenient place for the transaction of the city business, — business in which every citizen is more or less personally interested.

It is for the City Council to determine what portion, if any, of these expenditures may be prudently and safely incurred : to decide how far the present resources of the city are to be drawn upon, and how much shall be left to those who come after us to legislate.

The wise course for an individual will be found, in the end, equally discreet for a collection of individuals constituting a city ; and while none of us would, on the one hand, be so rash as to begin to build without first counting the cost, and ascertaining what we were able to finish, we should not, on the other hand, lose important advantages which our means would abundantly enable us to acquire.

Looking at the general prosperity of the country, in which we have shared, — prosperity which not even the severe trials of the past season have seriously affected, — the increasing population and wealth, and the necessarily increasing regular expense of the city with its rapid extension, it is your important province to determine what it is proper to undertake, and what it will be prudent to defer or altogether to omit. Confiding, as I do, in the good judgment you will exercise, I have only to promise my most cordial co-operation in all you may desire for the common good, and the exertions of my powers, such as they are, for the preservation of the good name, the peace, comfort and welfare of our beloved home.

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,

JANUARY 1, 1888.



PRINTED BY ORDER OF THE COMMON COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER.



· ADDRESS
or
SAMUEL A. ELIOT.

MONDAY, JANUARY 1, 1838.

Gentlemen of the City Council:

IN meeting you at the beginning of another year, it is natural that the many interesting occurrences which have taken place within the last twelve months should be brought vividly to recollection. Very few years have been so crowded with important and interesting events, both in the national and municipal history, as that which has just closed: and while we cannot but regret the nature of some of those incidents, there are others at which we have reason to rejoice, and many circumstances of alleviation of common calamity for which we should be grateful to a kind Providence. The commercial crisis which has occurred, has produced far less general distress in this community than in some others which have been convulsed by it; and if it should result in producing general habits of greater prudence and economy, the good which would ensue might justly be regarded as no small compensation for the evils we have suffered. The political consequences, too, of that extraordinary crisis, allow us to hope for the greater permanence of our invaluable institutions, and an increased purity and intelligence in the administration of public affairs.

In the history of the municipal government of the past year,

the most important event is the dissolution of the Fire Department, and its reorganization upon a new system.

On this subject it would, perhaps, be scarcely becoming in me to enlarge, my agency in the transaction having been prominent; and, fortunately, it is unnecessary to discuss it, as its merits are generally understood by the public. If the results of the change should continue to be what they have thus far been, few will regret it;—and while the members of the present department behave with the mingled firmness, mildness and efficiency which have hitherto distinguished them, they will not fail to retain the approbation they have won from all reflecting persons.

Of the subjects which will require the action of the City Council the present year, the introduction of an abundant supply of water is the most interesting and important. Every year adds to its importance, as every year diminishes the number and value of the available resources of the city within its limits. Springs fail, or the water from them becomes impure; and the supply of rain water is more and more affected by the increased consumption of bituminous coal, and other causes of impurity. The appointment by the last Council, of Commissioners, men of science and practical skill, to examine all sources of supply, and to recommend such a plan as appeared to them most expedient, at such a cost as they might think within practicable limits, has resulted in the presenting of an interesting and elaborate report, which goes over the whole ground, and will enable the City Council to determine on the expediency of commencing the work, and to decide on the best of the numerous sources of supply.

Important progress has thus been made towards bringing the lengthened discussions on this subject to a close. No previous report has been so comprehensive, nor has any plan been heretofore recommended by stronger argument, or higher authority. I esteem it of much importance to the best interests of the city that this work should be speedily commenced

and vigorously prosecuted. A sufficient supply of good water is indispensable to the existence of any city; and if the experience of a few years past is any guide to what may be expected in future, it will not be long before the supply derived from wells within the city will be inadequate to meet the necessities of the inhabitants. Before that time arrives, it appears to me the obvious dictate of common prudence to provide the means of supplying the deficiency. The expense of the operation is usually regarded as the great objection to it, but I entertain no doubt that the interest of the money invested in the necessary works and the cost of all repairs, would be repaid to the city by those who would use the water. That this opinion is not entirely without foundation, would seem probable from the fact, that a private corporation has, for several years, been ready to undertake the work, on their own account, if they could obtain permission.

This permission the city has never been willing to give, and it would be no more than justice to the large number of inhabitants who desire it, to try an experiment which there is so much reason to believe would be crowned with success, and the neglect of which may cause so much injury to the welfare of the city. The enhanced value of the city property (consisting of lands so situated that it is difficult to obtain water,) which would be the consequence of an abundant supply, would probably do much towards repaying the cost; while the additional security from fire, and the increased comfort and health of every individual inhabitant, seems to leave no motive wanting for undertaking the enterprise.

Of the other improvements recommended on a former occasion, to the City Council, one, I am happy to say, and that perhaps the most desirable one, has received its sanction and is now in progress. I refer to the Hospital for Lunatics and Idiots, in the Houses of Industry and Correction. The condition of these unfortunate persons was such that it needed only to be seen to be corrected; and immediately after a visit to

those institutions by the Council, it was determined that a suitable Hospital should be erected. The plan was prepared by the Directors of the House of Correction, with the advice and assistance of persons particularly skilled in the construction and management of similar institutions, and it is believed that all which is necessary for such an establishment is provided for, and all that would be superfluous is avoided. Another year, it is hoped, will see the house occupied by those who need its accommodations.

The erection of a new jail on the public Land at South Boston, was also formerly recommended. Some objections were made to this plan, and it has never been sanctioned by the Council. In addition to the considerations then urged, I have now to state, that I have recently received information respecting the management of such establishments, which proves, by actual experiment, that a similar system to that so successfully practised in penitentiaries, can be introduced into County Jails, and that they can be made self-supporting institutions.

A part, therefore, of the objections to the plan proposed, may be removed, while all its advantages remain in their original force. The economy of the change will be plain to all who observe, that the valuable estate on Leverett street may be sold, if land now vacant at South Boston be occupied, and that the current expense of the Jail may be greatly reduced, if not entirely stopped.

The same means, too, which are taken to diminish the expense, will materially add to the comfort of the prisoners, viz. — regular and healthful employment.

Another important subject for your deliberations, is the propriety of erecting a new City Hall. The insufficiency, inconvenience, and insecurity of the building now occupied for that purpose, are manifest to every one, and are becoming more striking with the constant growth of the city. The small size of the apartments occupied by officers who must be visited by

great numbers of citizens, the inconvenience of access to some of those rooms, and the danger from fire to which the most important records and documents are constantly exposed, form a weight of argument to which I know of no balance.

The building must unavoidably be erected within a few years ; it is probably as favorable a moment now as can soon be expected, to contract for its erection ; a very desirable site for it is ready for occupation ; and the money it will cost is now lying unappropriated in the treasury. The city has received from the Commonwealth within the past year, the sum of \$140,599.33 ; and although, in conformity with the act of Congress in relation to that subject, it is termed a deposit, which may be recalled in case of need, I cannot think the prospect of its being so recalled, need deter the city from making such use of it as may be deemed expedient.

This sum would probably be sufficient for the erection of both a City Hall and a Jail, of the best construction, and there are few ways in which the same amount could be made to contribute more to "the security and comfort" of the citizens. The estate on Leverett Street, and the materials of the old Court House may be worth nearly, if not quite, half of the sum named ; while the two upper stories of the present City Hall, if judiciously divided, may rent for a sum not less than \$2,500, and perhaps for \$3,000. It cannot, surely, be thought extravagant to go into this expenditure, when we have such inducements and such resources.

It may be well to add, in this connexion, that the city treasury is in good condition, notwithstanding the embarrassments of the past season, and the fears that were entertained by many, that there would be difficulty in collecting the taxes. The treasurer informs me that he has collected \$30,000 — more than last year at this period ; and that of the whole tax of \$473,000 all has been received except about \$50,000, which is in the usual course of collection.

Another subject which I think it is proper to present to

your consideration, is the increase of the police force of the city. Under present circumstances, there are many ordinances which cannot be carried into proper execution, for want of a sufficient number of officers. The business of the City Marshal is very various, and gives constant employment to himself and two deputies; while much which should be performed in that department, is unavoidably omitted, from the mere physical impossibility of executing it with the present number of officers.

I leave it to your wisdom to determine the proper remedy for this evil;—whether it be by appointing police officers, according to the plan commended to your attention by the last council, or by merely increasing the number of deputy marshals. The expense, occasioned by the frequent employment of constables, might, perhaps, be lessened, if officers should be appointed with police duty only; and at the same time the peace of the city be better secured, and many offences against law and order be prevented. I cannot forbear to add the expression of my opinion, that it is of importance to the character and well-being of the city, that some more prompt means should be devised to check or prevent the occurrence of riots than any now existing. The disgrace of such scenes as have happened more than once during the past year is deep, and no means should be left untried to prevent them. I am aware that the great restraint must be a moral one, yet in every large city there has always been a class of persons who can be restrained more effectually by laws well enforced by proper officers. For this class a great proportion of all the apparatus of government, in civil society, is necessary; and it is to them I have reference in recommending greater energy and promptness in our police arrangements.

Under the authority of act of the last legislature, an officer has been appointed, called the Superintendent of Alien Passengers, whose duty it has been to prevent the landing of all persons incompetent, in his opinion, to maintain themselves,

unless a bond be given that no such individual shall become a charge to the city or state within ten years ; and to collect the sum of two dollars each from all other alien passengers, as a commutation for such a bond. \$4,000 have been received by the treasurer from this source, since the appointment of the officer in May last.

An order of the council empowered the superintendent to aid such aliens as were desirous of returning to their own country, and were liable to become a charge to the city or state, in procuring a passage. He has been enabled, from the facilities afforded by his situation, to assist in this way, a considerable number of persons, who would otherwise probably have been a heavy burden on the country. Partly from this cause, and partly from the operations of the agent of the Society for the Prevention of Pauperism, who has provided advantageous situations in the country for many who could not find employment here, the number of persons in the House of Industry is smaller than it has sometimes been at this season of the year ; and though, doubtless, many of the laboring classes are abridged of their comforts, in consequence of the want of constant employment, yet it is satisfactory to observe that the necessity of entire support, at the public expense, is not greatly extended. The effect of the labors of the agent of the Society for the Prevention of Pauperism has been so valuable as to induce me to suggest to you the expediency of the city's taking some interest in that office, and exercising some supervision over it, or of establishing a similar one for its own benefit.

In conformity with instructions received from the council during the past year, a memorial to Congress was prepared, on the subject of the immigration of foreign paupers, and the co-operation of the government of some other cities of the Union was solicited in presenting it. It was committed to the care of our representative, during the extra session of Congress ; but owing probably, to the pressure of more important business, it has not yet reached its destination.

The state of the public schools is at all times a subject of so much interest, that I think it proper, on this occasion, to say that they appear to me to be in a good and improving condition. More than 8,000 children, a large majority of all in the city under 14 years of age, attend them; and if emulation on the part of the pupils and their instructors, and zeal, and fidelity, on that of the school committee can produce good results, they are not, and will not be wanting in the public schools.

From all that I have been able to see and hear of them the past year, I am satisfied that a great and increasing amount of valuable instruction is imparted, and notwithstanding some changes and experiments which may be thought unnecessary, the substantial blessings they were designed to disseminate among us, are really produced and widely spread.

I have thus briefly mentioned the topics of greatest public interest which may require your attention directly or indirectly; and while I express my entire confidence that your deliberations and decisions will be marked by public spirit and intelligence, I assure you of my cordial co-operation in all that you may devise for the common good.

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,

JANUARY 7, 1839.



PRINTED BY ORDER OF THE COMMON COUNCIL

BOSTON :
JOHN H. EASTBURN, CITY PRINTER.
No. 18 State Street.

1839.

A D D R E S S .

UNEXPECTEDLY called again to meet the City Council, at the beginning of a new term of service, I cannot forbear to congratulate you, Gentlemen, on the general prosperity which prevails at the present time in the City, and which has been gradually augmenting, till, from a low point of depression, we have reached that state of active and successful exertion, of which the effects are now so happily visible around us. The crisis through which we have passed has been a lesson of prudence, which may and should be of great value to the community, both politically and commercially, as the disasters we have experienced were clearly attributable to mismanagement of both public and private interests. The sphere of duty of the City Government, however, cannot affect the causes either of our past distress or our present prosperity; and I refer to them merely as likely to have an important bearing on those projects of public improvement, which have been long in contemplation, as well as those which have been more recently suggested. No time would seem more suitable than a period of advancing activity, and apparently durable prosperity, for undertaking those works of utility, convenience or ornament, which may be considered desirable. The first of these works, as well in importance as in the length of time it has been under examination and discussion, is that by which a supply of soft water may be brought from the vicinity into the City.

On this topic I can add nothing to what I have said on former occasions. I have uniformly expressed the opinion,

that it is now the interest of the City, and will soon become a matter of necessity, to introduce such a supply of water. The sources from which a sufficient quantity can be obtained are well known, and have been thoroughly examined by skilful engineers; and although the commissioners appointed by the City Government have not agreed in opinion as to which of two sources is the *best*, yet they have satisfactorily demonstrated that either of the two is not merely sufficient, but of remarkably fine quality. The question before the City Council is one which any person of practical judgment is competent to decide, — a question of expense merely. If it once be determined that it is expedient to introduce water, it cannot be deemed a proof of wisdom to hesitate long in the choice between two means of supply, of which either is unexceptionable. My efforts have been constant to promote the progress of an enterprise, which I deem so important for the true and permanent welfare of the City; and no future exertions will be spared on my part, to hasten the moment when the work shall be begun. It must be obvious, however, that till both branches of the City Council have formed a decisive opinion favorable to the project, no individual efforts can be successful. The appropriation of money is necessary, and that must be done by those who control that branch of the public service. The City Council of the last year directed me to make application to the Legislature, for the grant to the City of the powers necessary to bring the water from either of the two sources recommended by the commissioners. As the order was passed, however, near the close of the session of the Legislature, no action was had on the petition, which was immediately presented; and I have taken the course prescribed in the Revised Statutes, for bringing it to the early attention of the Legislature, during the present session, by publishing the petition in the newspapers, and serving notice on all the towns interested in the subject.

The erection of a new City Hall is a business which has

been referred to your consideration by the Council of last year, and which will claim much of your attention. Plans, models, and estimates have been prepared, and the City is in possession of a piece of land which affords a very desirable location for such a building. I cannot but urge the subject upon your attention at an early period, — as I esteem the erection of a City Hall a work of very pressing importance, — not for the accommodation of the city officers but for that of the public, and for the safe keeping of important records and other documents.

It is impossible that the public business should be done in the present confined apartments of the city offices, with as little delay and as much convenience, as if it were transacted in more spacious and suitable rooms; while no one can recollect the constant danger from fire to which the City Hall is now exposed, without the most serious anxiety for records of great historical and pecuniary interest. Some delay has arisen from the doubts entertained as to the extent to which the City should purchase, in the immediate neighborhood of the land occupied by the old Court House; but when it is considered that any purchases by the City would always be at the disposal of the municipal government, if required for public purposes, and that some regard is due to the suitable appearance of a building of such size and degree of ornament, it will not be thought superfluous, I trust, for me to express the hope that in situation, as well as in beauty of structure, the new hall may be worthy of the taste and wealth of the City, and that it may be found compatible with a just economy to provide for its being surrounded by sufficient space to it for an abundance of air and light, and to afford proper views to the edifice to those who pass in its vicinity. Whenever a new City Hall shall be erected, it will be necessary to provide for the accommodation of the Probate Office, and the Registry of Deeds, which are now in the old Court House. By a recent purchase the City has obtained possession of the estate known

as the Museum estate, and after throwing into the street all that is requisite for public use, there will be left a sufficient quantity of land for the erection of the fire proof building necessary for the safe keeping of the immensely important documents of those offices.

Another building, the erection of which I have before recommended, still appears to me important in many respects. The improvements which, within a few years, have been introduced into the structure and discipline of penitentiaries, it is found by recent experience can be beneficially employed in County Jails. Hartford, in Connecticut, is now enjoying the advantages derived from the improved and admirable discipline and economy of the jail in that City. There is no doubt that similar benefits might be obtained in this county, by reconstructing the jail on the plan which has elsewhere proved so useful. I beg leave to invite your attention to this subject, and in connexion with it, to the disposition of the valuable estate on Leverett Street, which is now used for no other purpose than the support of the jail. Should a portion of the property be sold, it might probably reimburse to the City the expense of a new building; and should the whole be disposed of, and the jail and jailer's house be erected on the City land at South Boston, there is little doubt that the exchange would leave a balance in the city treasury, and diminish materially the future current expenses of the establishment.

The House of Correction has been conducted the last year with the same skill and success which have heretofore distinguished the institution, and which, under the direction of the present overseers and master, have rendered it a model of the discipline that is most desirable in such establishments. The completion of the West Wing of the building, for the imprisonment of females, and of a work-shop for their employment, has given additional facilities for the maintenance of correctional discipline and productive industry. A large

number of the male convicts has been employed in the erection of the hospital for the Insane in the Houses of Industry and Correction, for which an appropriation was made the last year; and it gives me much pleasure to be able to state that this very desirable and important edifice has made great progress towards completion, on a plan, and in a style of workmanship, which leave nothing to desire in either respect. The probability now is that the building will be finished in the course of the next summer, and within the original estimates of its cost; and it will be honorable alike to the liberality of the City government, and to the judgment of those to whom its construction was confided. I will take this opportunity to suggest to the Council the propriety of an early appointment of a superintendent of this hospital, that as soon as it shall be ready for occupation, a competent person may be secured for the care of the patients. I will also call your attention to the propriety of applying to the Legislature for an act empowering the courts of the county to send lunatics to this hospital, instead of that at Worcester, and the House of Correction. The other institutions at South Boston have pursued their usual course, and have produced to a good degree, the effects for which they are designed, in alleviating the ills of poverty and restraining juvenile delinquency. The building erected by the City, a few years ago, for the accommodation of the children belonging to the House of Industry, and the Boylston Asylum, has become insufficient for the great numbers who have been crowded into it; and one consequence, perhaps, of the inadequate space and air, has been the breaking out of that distressing disease, the ophthalmia, which has been a very serious evil to the whole establishment, for several years past. By the vigorous and persevering efforts of the Directors and the physician of the house, it has at length been partially subdued; but the institution will very probably be liable to its recurrence, unless more space and ventilation be secured to it. I esteem it my duty, therefore, to recommend the erec-

ion of another building, of at least equal size with that now used for the asylum.

The general health of the City has been remarkable during the year. Notwithstanding the great heat and copious rains of the summer and autumn, the health of the community has never been interrupted by infectious disease, and the Bills of Mortality show an uncommon security of life in so large a population. This must be in part attributed to the excellent system of drainage, of sweeping and of collecting offal, which has long been pursued here, and has rendered the City distinguished for its cleanliness, and the purity and wholesomeness of its atmosphere; a system which ought never to be abandoned, notwithstanding that it naturally occasions some controversies and embarrassment in its execution.

The public peace has also been uninterrupted during the last year, and it is a matter of sincere congratulation that the reputation of the City has suffered no such blow as was inflicted on it in the previous year. Great pains have been taken, and, it is believed, not without good effect, to prevent the violation of the laws and ordinances, especially of those the violation of which has a tendency to the breach of the peace.

Another circumstance, for which the last year has been remarkable, is the exemption of the City from the destruction of property by fire; the amount of loss since the first of January last being \$48,618.00 of which \$25,000 were lost at a single fire, about three weeks since. While we are grateful for this mercy of an over-ruling Providence, we must not be unmindful of the efficient services of those of our fellow-citizens whose particular task it is to contend with this fearful enemy, and who have uniformly shown themselves prompt and able to check its ravages. It is the opinion of many whose experience gives weight to their judgment, that considering the increased number of reservoirs, the character, the alacrity and the discipline of the Fire Department, and the care exercised to keep the apparatus in good condition, the City was never better

guarded against danger from fire than at the present time ; so that the somewhat greater expenditure required by the existing system of the department may, perhaps, be compensated by additional security. It gives me great pleasure to bear testimony to the uniformly correct deportment of those who have charge of this important branch of the public service.

Another interest of the City, of greater moment than any I have mentioned, is that of public instruction. The school system of Boston has done more than anything else to produce the character by which the City has long been distinguished ; and as the population increases, it becomes of more and more importance that the system should be adhered to and improved. During the past year one new grammar school house has been erected at East Boston, and one in Bennet Street has been rebuilt, of a larger size and better constructed. Three others, — situated in Hawkins Street, Mason Street, and South Boston, — have been greatly improved in their internal arrangement ; and a committee of the City Council have recommended that a sufficient sum be provided in the next annual appropriation bill, for the erection of another on the land belonging to the City, on Cooper Street. Should this be done, the City will have fourteen grammar schools, capable of accommodating from six to seven thousand children, from seven to fifteen years of age.

This may be reasonably expected to suffice for the present ; and if suitable attention be paid to the wholesomeness of the rooms, and the school committee continue to exercise the vigilant care, and ever wakeful ambition for the improvement of the modes of instruction, which have of late years distinguished them, there will be little to be feared, unless it be an excess of intellectual excitement in the tender minds of the pupils. Besides the grammar schools, there are no less than eighty-five primary schools, for children from four to seven years of age, the rapid increase of which demonstrates at once the utility of the system, and the just appreciation of its advantages by the

inhabitants. More than five thousand children are taught in these schools. Forty-two of the rooms in which they are instructed belong to the City, and it is of much importance that they should all be the property of the public, as they can then be constructed in a far better manner for the purpose than rooms in private houses. The annual appropriation for the erection of primary school houses has for several years past been \$12,500, and the gain of school rooms over the increase in the number of schools is so slow, that it may be deemed advisable to enlarge that appropriation till the supply of public rooms shall be more nearly adequate to the existing wants of the community.

Another appropriation which, in my judgment, it would be wise to increase, is that for the reduction of the City debt. Every year there appears in the annual accounts a provision for diminishing a debt, which, notwithstanding that provision, continues to increase. If it be proper that any such appropriation should be made, it is surely expedient that it should be effectual, and that in the course of years, there should actually be some reduction in the amount of debt. Otherwise it carries with it an appearance which certainly could never have been designed, of an attempt to disguise the facts in the case. It is sometimes thought that the debt is increased by the extravagance of those who have the care of the public money; but so far as I am competent to judge of this point, I feel it no more than just to say that the charge seems to me without foundation. It is difficult to imagine that greater economy, or a stricter accountability could be introduced into the management of the public property; and if any one will examine the accounts he will immediately perceive that the important items are for expenditures which must, to some extent, be continued, viz: for school houses and teachers; for widening, paving, lighting, and cleaning the streets; for the watch and the fire department: — in short for things which are indispensable in all well regulated towns, and the cost of which must be

expected to increase with the growth of the City. It is rare that any expensive enterprise is undertaken which has not been long and loudly called for ; and in all improvements in which we share the advantage with posterity, it seems reasonable that a certain proportion of the cost should find its way to the tax bills of the present generation, rather than that the whole should be put on the shoulders of our successors. If the consequence of such suggestions should be an increase of the whole tax of the City, I am persuaded that it would even then be found not to exceed that of other places of the same size, nor even of many towns in this vicinity. It is, however, scarcely probable that any increase would be necessary. If the deficiencies in valuation were corrected, it would probably swell the amount of tax without adding to the ratio. But it would be a very unnecessary timidity which would be restrained by the weight of the City debt, from prosecuting any improvement of which the benefit is unquestioned, from the fear of adding to our burdens. There is a large amount of property which has been created by the loan, the rents of which more than meet the interest ; and there is much of which we are in the daily use, for which, if we did not own it, we should be obliged to pay rent. All this ought to be offset against the debt ; but taking merely the rents derived from that portion of the City property for which a debt has been incurred, they pay somewhat more than half the interest of the whole debt. This is a virtual extinction of that amount ; and a debt of half its present normal size is one of which the City need stand in no fear. Its disposable property will, if properly managed, be far more than sufficient to liquidate the whole.

I have thus, at some risk of incurring the charge of tediousness, expressed, as distinctly as I am able, my views on the topics of greatest interest to the City ; and I have only to assure you of my cordial co-operation in all you may undertake for the public good, whether it be in economy or in enterprise.

I should be ungrateful if I did not acknowledge the indulgence shown to my past efforts by my fellow-citizens; and the only return I can make to them, — increasing exertion to deserve their favor — shall not be wanting — and may God be with us as he was with our fathers.

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,
JANUARY 6, 1840.



PRINTED BY ORDER OF THE COMMON COUNCIL.

BOSTON :
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

CITY OF BOSTON.

In Common Council, January 6, 1840.

ORDERED, That the Clerk of this Board be directed to request of the Mayor a copy of the Address delivered by him before the City Council this day, and that the same be printed for the use of the Members.

Attest,

RICHARD G. WAIT, Clerk C. C.

ADDRESS.

Gentlemen of the City Council:

IN entering upon the duties of the stations to which we have been called by our fellow citizens, it may be well for us to take a brief survey of the work before us. You will not, of course, expect from me—standing as I do but upon the threshold of office—any minute or extended detail. Besides the inappropriateness of such an attempt to the present occasion, I feel that for awhile at least, my occupation is to be that of a learner, rather than a teacher. But a general outline of the important interests which are committed to our charge, and of their situation and demands, together with a brief reference to the principles which the circumstances of the times suggest to us, as the proper rule of our action in regard to them, will not, I trust, be deemed out of place.

And, first of all, it cannot but be a matter of high satisfaction to us, that it is over such a City as our own, that we are called to preside. First among the foremost in achieving that freedom, without which there can be no real progress, she has never been found wanting in any enterprise, that could secure or adorn it. The simple, but eternal truths, written as it were upon her everlasting hills, in the blood of her stern, but pious ancestors—that industry is better than a fertile soil—an intelligent population than the softest climate—religion and virtue than mines of gold—have not yet been forgotten. Guided by these truths, as by the lights of heaven, and blessed by the smiles of a benignant Providence, she has steadily and healthily advanced in size, numbers and wealth. The skill of

her mechanics, the enterprise of her merchants, and the high and honorable character of her citizens generally, have given her no mean station amongst the cities of the world. Every interest essential to her well being as a community, has been liberally assumed and generously provided for at the public charge. Churches and school-houses are her most numerous and cherished monuments. Neatness, quietness, and general good order, have marked her character, and in all the points that are worthy of a true ambition, she has established and maintains, both at home and abroad, a reputation, which is an honorable passport for her children through the civilized world.

It is such a City, Gentlemen, whose history and character would furnish a pleasant theme for more extended remark, did the occasion permit, that now for a season entrusts its varied interests to us. This thought, whilst it serves to deepen our sense of responsibility, is yet a high incentive to action. Public duties in a free government, where every individual citizen is at the same time, party, witness, judge and executioner, must always be sources of deep anxiety to those who are called to discharge them. But where upon the earth would we choose to perform our allotted portion, if not amongst a people intelligent to perceive, reasonable to require, honest to appreciate, and — I add as a quality of which I may stand in special need — charitable to forgive? Fortunately placed as is the scene of our labors amidst such a people, I know of no more appropriate wish, than that we may prove ourselves worthy of our constituents.

Our City has now been incorporated nearly eighteen years. It received from its predecessor, the Town, so little in the way of buildings and other conveniences for the public business and necessities of various kinds, and that little has been found so inadequate to the subsequent rapid increase of its population and business, that it has felt itself obliged, during this period, to fit itself out anew, in almost every department of which its

government has charge. Hence have arisen the Faneuil Hall Market-- the four large establishments at South Boston -- the Court House-- a great proportion of the fifteen Grammar Schools -- all the Primary Schools -- with sundry other permanent establishments of lesser magnitude, connected with the Fire Department, and other branches of the public service. The whole of this burden has fallen upon this period of eighteen years. How far any or all of these establishments were called for by public necessity, or how judiciously the details have been carried out, it is of little practical advantage for us to inquire. We find them in existence, and no reasonable person can doubt, that they all originated in the purest purposes of public good, on the part of those who have preceded us in the government, and that from most, if not all of them, the City is now reaping most substantial benefit.

Another legacy left to the City by the Town, consisted of many crooked and narrow streets, which the increasing population and business have, in the opinion of our predecessors, made it necessary to straighten and widen. Whether or not in this respect also, a proper moderation has been observed, it is not our province to judge. It is certain, however, that this work has been done, during this same period of eighteen years, to a very considerable extent, and under the system here pursued in this matter, at a very large expenditure of money. But at the same time it is to be considered that in this department of public improvement, what has once been done, has in all probability been done forever.

The destitute and inconvenient condition in these and other respects, in which the City commenced its existence, and the consequent heavy outfit to which it has been subjected, must be carefully borne in mind by those who would do justice to past administrations of its government; and in the extensive and costly improvements which have already been completed, we should consider our comparative freedom from calls for a like expenditure in the future. I should be doing injustice, how-

ever, to the old Town of Boston, if, in referring to the destitute and inconvenient condition in some respects in which it left its successor, I failed at least to mention three items of its estate, to be estimated, not in gold, but by their rich and noble associations — the old State House — Faneuil Hall — and its own good name.

But a material consequence to us of this system of internal improvements of various kinds, thrown, as the expense from time to time has been, partly upon the future, is the creation of a City debt, which has been gradually increasing, during this period of eighteen years, from \$100,000 — the amount which the City received from the Town — to the sum of \$1,600,000, which is about the present debt. Herein is an interest of the City, which at any time, and under any circumstances, must command the careful attention of its government, and one to which it seems to me that the present times and the existing feelings of our constituents, invite special regard.

I am aware that to give a true view of the present financial condition of the City, it must be stated, that for the expenditures which have caused the present debt, the City has acquired a property, which not only accommodates the public business of all kinds, but whose annual pecuniary rents amount to about \$50,000, or more than one half the annual interest of the entire debt; and that it owns besides, about \$200,000 in bonds and notes, and also between five and six million feet of land upon the Neck, which is in process of gradual sale. There may, therefore, be no occasion for any great alarm upon this subject at present. But still the principal of the debt is no inconsiderable sum. And it must be borne in mind, that of that property which yields the above named rent, there is little, if any, excepting the City wharf, and the wharves on Commercial Street, that will probably ever be sold, and the proceeds applied to the payment of the principal of the debt, and that of the rent itself, the sum of about \$12,000 is annually requisite for repairs upon the public property. And in regard to the public

lands, and the bonds and notes, the experience has been, that whilst the former have been selling — very slowly, it is true, during the two past years — and the latter being collected, and the proceeds of both paid into the City Treasury, the City debt has been gradually increasing. It seems to me plain, therefore, that unless a different course, in some respect or other, is pursued for the future, a large proportion of the principal of the debt, if it be suffered to increase, may eventually be left without means of payment, excepting by the sale of public property — of which, however, the public business requires the use — or by taxation.

However wise, therefore, may have been the expenditures of the past, under the special exigencies of the City, which have been stated — and I presume not in this place to question the wisdom of any one of them — I believe that the united voices of our constituents demand, for awhile at least, a change of system. I am free to confess my own opinion, that the system of internal improvement, important as it is within strict limits, and when gradual in degree, has yet been pushed too rapidly in many parts of our country; and it may be too much to have been expected, that our own City should wholly have escaped the contagion. And the credit system, too, which has been a powerful instrument in this work, whilst I view it as so important, within proper bounds, that its entire destruction would be an act of madness, is yet a most delicate instrument, and one that requires very careful handling and very spare use. Whatever, therefore, I repeat, may have been the propriety of those past expenditures, which have created the present debt, I am satisfied that it is now time to pause. Though there may still be improvements, either already contemplated or subsequently to present themselves, which would unquestionably conduce to the convenience and ornament of the City, yet I believe the decided feeling of the community to be, like that of individuals, that, for the present, the luxuries of life must be dispensed with, and a rigid confinement enforced to its simple necessaries. It

requires of us to be content with things as they are, and not to incur expense, and much less a debt, to make them just as we would wish them to be. I believe, therefore, that I but speak the general sentiments of our constituents — as I am sure I do my own — when I recommend, as the cardinal point of our administration, not merely a prevention of the increase, but a positive and gradual reduction of the City debt.

It should be stated, that this subject of reducing the City debt, has often engaged the attention of our predecessors. In 1834 an ordinance was passed, constituting the Mayor, the President of the Common Council, and the Chairman of the Joint Committee on Finance, on the part of the Common Council, a Standing Committee upon this subject. And by the same ordinance it was provided, that all balances of money thereafter remaining in the Treasury at the end of any financial year — all receipts in money on account of the sale of real estate of any description belonging to the City — all receipts on account of the principal sum of any bond or note owned by the City — and also \$15,000 of the annual City tax, should be appropriated to the payment or purchase of the capital of the City debt. And by the very last Council, a resolution was adopted, that instead of \$15,000, mentioned in the ordinance, a sum not less than *three per cent.* on the amount of the City debt, ought to be annually appropriated for its reduction; in pursuance of which, the sum of \$45,000 was actually provided for in the appropriations for the present financial year, commencing on May first, last.

But notwithstanding these provisions, and although the sums appropriated have been faithfully applied to the purpose specified, yet in consequence of embarking in new enterprises, either of erecting buildings, or opening or widening streets, for which new loans have been made, the effect of the appropriations has been entirely, or more than neutralized, and no reduction has in fact taken place in the amount of the debt. But whatever may have been deemed the necessities in times past, which have led to this result, I readily confess that the history of the coun-

try and the circumstances of the times have read me some new and impressive lessons upon the subject of contracting debts, both by individuals and communities. And the more carefully I have examined the financial condition of the City, the more sensibly have I been impressed with the views I have suggested, as to the course to be pursued in this matter for the future.

It seems to me, therefore, from this history of the past, and in view of the present condition of the finances of the City, that to the farthest practicable limit, a stop should be put, for the present, to all permanent improvements of a kind which lead to the creation of a debt in any shape. I say not absolutely, but *to the farthest practicable limit*; for in the unseen future, which to our imperfect vision, embraces the next day, equally with the next century, exigencies may arise to compel a different course. But true wisdom and a prudent regard for the public welfare seem to me enjoin upon us, to enter upon no work of this kind, except under circumstances of so pressing a character, as scarcely to admit of question. The extensive outfit already made by the City, and which has been before referred to in explanation of the present amount of the debt, by rendering the calls for the future less numerous, will facilitate this work of its reduction. But at any rate, for awhile at least, if inconveniences exist, they must be tolerated, rather than a debt contracted for their removal. Though expensive improvements can be shown to be beneficial, they must be postponed until a different aspect is worn by our finances. And of all internal improvements in the City which now occur to my mind, I know of no one that I would myself more gladly witness — none that I believe would be more agreeable to our constituents — none that I think would better promote the real and permanent interest of the City, than that which I again recommend to your special consideration — the gradual yet positive reduction of the City debt, by an amount as nearly as possible equal to that annually set apart and appropriated for the purpose.

In this connection, permit me to suggest, that the substitution

by the last Council, as before mentioned, of 3 *per cent.* on the amount of the debt, instead of the sum of \$15,000, as the amount of the annual tax to be applied to this purpose, seems to me a most judicious provision; and though from its form of a resolution, it in nowise affects the present or any future Council, yet that I think it deserves, not only to be re-resolved, but is worthy of the more permanent form of an ordinance.

If this view of the general course to be pursued upon this important subject should meet your concurrence, a very simple disposition is to be made, for the present, of those projected enterprises, which have heretofore engaged the attention of the City Government. Amongst these, as you well know, and one that has long been before the public mind, is that of introducing into the City a supply of pure water. Of the importance and benefit to the City of such a supply, there can be little, if any, doubt. It is an object well worthy of the careful attention which has been bestowed upon it, and one that ought not, and I trust will not be lost sight of. But it is an enterprise, which, if undertaken by the City, must involve a very considerable outlay, and it cannot but be admitted that some doubts may reasonably be entertained as to its pecuniary results, for at least a considerable period of time. It seems to me, therefore, that no prudent government would enter upon it, unless with the hearty concurrence of a large majority, not only of its own members, but of the citizens generally. Notwithstanding the views which I have heretofore expressed in another branch of the government, and with less knowledge upon the subject, I now feel satisfied from subsequent observation, that the public mind is not yet ready to sanction the undertaking by the City Government. That something must in time be done in reference to this important matter, there can be little doubt. But the period, the manner and the means, it must be left for the future to determine. It is satisfactory to feel, that by the fidelity of those who have heretofore in various ways acted upon this subject, the labor and money already expended have not been lost.

Much and valuable information has been obtained and preserved in a permanent form for the benefit of our successors. But it seems to me that every consideration suggests to us, that for the present at least, the project on the part of the City must be laid aside.

Some steps have also been taken by our predecessors in reference to the erection of a new City Hall, on the land west of the new Court House. With a view to this project, the estates lying between the old Court House and School Street have been purchased at a cost of \$60,000, and sundry plans for the building have been submitted for consideration. Whatever course may be pursued, either by the present or any future Council upon this subject, the possession by the City of the estates thus purchased, would seem to be desirable, as advantageously developing the valuable property which it before owned in that vicinity, and as making with it an entire and well shaped estate, whether for improvement by itself, or for sale. It is to be regretted, however, that the buildings upon the estates so purchased, have been taken down, before a definite disposition of the whole property had been determined upon; though here again it should be known, that the evil is greater in appearance than in reality, as most of the buildings had become almost derelict, in consequence of their unfavorable situation for business, and were yielding but a small income, which must have been still further diminished under the mere tenancies at will, which, in the present uncertainty as to the disposition of the property, would be all that the City could safely grant. Still it is to be wished that the buildings had been permitted to remain.

As to the particular project of erecting a new City Hall, there can be no question, I presume, that such a building might conduce to the ornament of the City, the safety of the public records and documents, and to the convenience and comfort, not only of the City Government, but of the citizens in general. But in accordance with the general views which I have ventured to suggest, there seems to me to be another question of

great importance, whether in a wise and prudent view of its present condition and general interest, the City can afford the cost. It is true that by vacating the apartments of this building now occupied by the City officers, it would be made to yield an increased rent. But to say nothing of the expenses of altering it for that purpose, it may well be doubted, whether the increased rent of this would more than pay the repairs and incidental expenses of the new and enlarged building. And as the building vacated would not thereby become an object of sale, the proceeds of which could be applied towards paying the cost of the new structure — for who would propose selling what was once the old State House? the practical result would be that the entire cost of the new Hall would be added to the present City debt, and without in fact bringing any means for its subsequent payment. I cannot, therefore, hesitate to express the opinion, that this project also should at least await a different condition of the City finances.

Another plan has been proposed — that of altering the old Court House into a City Hall. But as one of the reasons for erecting the new building for the Registry and Probate offices, was the danger of their records from fire in their present apartments — as very extensive alterations will be required for a permanent establishment there, at a cost too, of which some idea may be formed from the fact, that the fitting up of the present City Hall was attended with the expense of \$30,000, and as, after all, we shall have but an old building, most of whose rooms are low and dark, and about whose strength there have been some doubts — it would seem as if the improvement by the change would hardly be commensurate with the cost.

I am aware that the present situation of things upon this subject makes it one of difficulty. But I venture to suggest, that for the present certainly, we remain where we are — that at the proper season, the grounds around the old Court House be put into tolerably looking condition — the building itself be made, if possible, to yield an income, by leasing its rooms, as

opportunity may occur — and that for the present certainly, no step be taken which shall lead to the incurring of any debt. Even if a sale of the unimproved property of the City in that vicinity should eventually be thought advisable, the arrangement suggested would seem best for the present, as this would hardly be deemed a favorable period for making such a disposition of it.

Upon the subject of opening and widening streets, which has heretofore been a fruitful source not only of expenditure, but indirectly of increasing the City debt, I respectfully recommend that an entire stop be put to it for the present, excepting, of course, so far as the action of our predecessors, in laying out new lines prospectively which have been already in part conformed to, or other pressing circumstances, now unforeseen, may make a different course necessary. And to this end and with a view to have the applications upon this subject brought before both branches of the government, I suggest that no provision be specifically made for this purpose in the annual appropriation bill; but at the same time, in order to avoid the necessity of incurring a debt, in the event of proper cases presenting themselves, that the amount of the reserved fund be increased, so that upon the question of applying any part of that fund to any proposed alteration, the opinion of both branches of the government may be obtained.

I have ventured thus freely and at greater length than I intended, to express my own opinion upon what seem to me very important matters at the present time, not that I deemed it of special consequence to others what that opinion might be, but because I considered that the public mind demanded a frank statement in regard to them from any individual whose official duty they have made it to address the City Council at this time. I trust, however, that I need hardly add, that I am aware of the interests of the City being confided to us jointly, and that upon these and all other matters, I shall readily defer to your larger experience and sounder judgment.

Of the works of a permanent character, that have been in progress during the past year, the building for the Registry of Deeds and Probate Offices will probably be completed and ready for occupation by the month of April next. It is stated by competent authority to have been built in the most durable style, and completely fire-proof, and it promises in all respects to answer the purposes of its erection. Its cost will probably be about \$30,000, of which \$22,000 only have yet been appropriated, leaving the balance to be in some way provided by the present Council.

The Lunatic Asylum at South Boston has during the past year been completed, at a cost of about \$32,000, of which nearly the whole amount has already been provided. It has been furnished, its officers appointed, and has now been in operation for a few weeks with about eighty inmates. In reference to the erection of this building it should be known, that the Legislature of the Commonwealth, by an act passed April 13th, 1836, required that there should be "within the precincts of the House of Correction in each County in this Commonwealth, a suitable and convenient apartment or receptacle for idiots or insane persons not furiously mad, to be confined therein, as therein after provided." Any one who examined the provisions heretofore existing for this most unfortunate class of sufferers in both the House of Correction and of Industry must have been satisfied, that however advanced our City might be in other respects, in this at least it had scarcely emerged from the dark ages. As something therefore, was positively required to be done, even to save the County from indictment, it cannot but be a satisfaction to every right minded individual, that we have been content with nothing short of what mingled science and philanthropy have developed upon this subject.

The new School House, in Cooper Street, to be called the Endicott School, is expected to be ready for occupation in the course of the ensuing Spring. It will probably cost about

\$20,000. It is stated, however, to be a very superior building in the important matters of room, ventilation, and arrangements for the comfort and health of the children.

The subject of the Court House and Jails, on Leverett Street, has engaged the attention of the City Government for some years, but no satisfactory plan has yet been devised for its disposition. It is a matter attended with much difficulty, and I venture only to call your attention to it, in the hope that something may yet be suggested upon the two great points presented, viz. : the procurement of a well arranged and well located Jail, and a judicious and profitable disposal of the property of the City now lying useless.

The annual current expenses of the City — excluding, of course, those for widening the streets and all objects of a permanent character, and excluding also the payments on account of the principal or interest of the City debt — amount to about \$425,000. This is about the amount of what may properly enough be called the annual household expenses of the City, in the various departments of the public service. Of this amount more than \$100,000 or nearly one quarter part of the whole annual current expenditure of the City, is devoted to the public schools, and this exclusive entirely of the purchase of lands and erection of buildings. And this amount, too, is about one-fifth of the whole tax assessed, for the present financial year. This fact must certainly be a source, not only of consolation, but of just and honest pride to every citizen of the community, whether the tax he pays be large or small — that one-fifth of every dollar that he does pay, is appropriated to the education of his own children or his neighbors, or both. This expenditure for schools is distributed amongst fifteen of the first class, containing between five and six thousand pupils, and ninety-one primary schools, containing as many more — making in the whole about eleven thousand pupils. By the recent census of the City, it appears that there are in it about seventeen thousand persons between the ages of four and sixteen

years, and that the whole population is about eighty thousand. It is accordingly a fact — whose greatest eloquence is its simple statement — that not only is the large proportion of the current expenses of the City which I have mentioned, incurred for the public education of children, but that more than one half of all the persons in the City, between the ages of four and sixteen, and more than one-tenth of the whole population of Boston, is at this very moment, receiving the benefit of the public schools at the public charge. It may be that this expenditure yields no return in dollars and cents. But where beneath the sun, can a better investment be found for the sum of \$100,000 annually — or one, that our constituents would exchange for this chosen one of their own, which returns an income that gold cannot measure, nor money buy, — an educated, intelligent, moral rising generation, to the amount of one tenth of our whole population? In regard to *our* concern with this item of the public expenditure, I have only to say, that if I rightly understand the community in which we live, whilst it will require at our hands, a watchful care and a wise economy in the various details, it will tolerate no limit to the extension of the present system, so long as a single child remains to seek its benefits.

The residue of the current expenditures of the City is distributed amongst the various provisions for the Fire Department, — for paving, draining, cleaning and lighting the streets, — the salaries of public officers, — the City watch and police, — the out-door charity, administered by the Overseers of the Poor, — the Houses of Industry, of Correction, and of Reformation for Juvenile Offenders, — the Quarantine establishment, and Asylum for Lunatics, — the administration of justice, — and repairs of the public property. I make this enumeration with no view of entering into details, for of these I am yet to be a student. But I seek only to present the very numerous matters which in this city are made objects of public concern and charge, and the consequently numerous and diversified

interests which are now to be committed to our care. I believe them all to be objects which our constituents prefer should be under public control, and that they ask of us in reference to them, only that careful superintendence and frugal management of expenditure, which shall reduce the public burdens to the lowest amount consistent with an honorable and proper maintenance of these several interests.

The City, during the past year, has been blessed with an unusual share of health. Notwithstanding the appearance of the small-pox, which has caused fifty-eight deaths since September 12th last, the whole number of deaths during the year has been but *eighteen hundred and sixty-three*, being fifty-seven less than those in the year 1838, and only twenty more than those in 1837. With these facts before us, and with our knowledge of the means of disarming the small-pox of all its terrors, if not of entirely eradicating it, there would seem to be no occasion for any alarm upon the subject, or at present for any additional provisions in regard to it, on the part of the City.

The loss of the citizens by fire has been very considerable during the past year, amounting to about \$140,000. It is some consolation, however, to know that it has been in no degree owing to any remissness on the part of our excellent Fire Department, which, I am happy to be able to state, continues to maintain its usual character for good discipline, good order, and efficient action.

I have thus endeavored, Gentlemen, to bring to your notice, the various public interests, over which we are now to preside, and have ventured to submit my own opinion as to the principles which, under the present circumstances of the times and of the City, should guide us in the discharge of our public duties. And, in conclusion, I trust you will pardon me a moment's reference to myself.

I cannot adequately express to you my surprise at the circumstances which have placed me in my present position. Whilst I feel it to be an honor as undeserved as it was unex-

pected, I am not unaware that it is accompanied with the prospect of arduous and harassing duties, which must be some atonement for any seeming presumption on my part in even consenting to be here. For whatever may have been the original theory as to the office of Mayor of this City, the indefatigable labors, the unremitted and devoted fidelity to the public service of all its preceding occupants, have practically removed it the farthest possible from a sinecure. But my fellow citizens have seen fit to call me to it, and I know of but one true republican rule upon the subject, and that is, while seeking for no office, and asking not a vote, to hold one's self ready, to the utmost of possibility, to obey every distinct and unsolicited call of the public, to enter into its service. It is an unspeakable consolation to me, that obedience to this rule, unmingled with any selfish motive or wish, has placed me in this new situation. Having entered it without desire, and seeking not my own, I shall be ready to leave it at a moment's warning. I am able, therefore, so long as I occupy it, to set before myself, as I certainly shall, but two objects, first, to learn, and then to do my duty, fearless and regardless of all personal consequences.

I am aware of my want of years and of wisdom. No one can distrust my ability more sincerely than myself. As I look round even within the narrow circle of those with whom I am to be associated, in both branches of the government, I see many individuals who would more ably fill the place which I occupy ; and I am deeply sensible that if I am worthy of any place in this assembly, my appropriate one would be that of a hearer rather than the speaker at the present moment. And when I consider the distinguished and able individuals who have preceded me in this office — when I think of the many and great duties and responsibilities which attend the station — the various and conflicting interests that are to be met and harmonized — the numerous and diverse individuals who are to be encountered, and often under circumstances which must

severely try the judgment of one who seeks only to be a faithful magistrate—and above all, when I feel how closely home to the business and bosom of every citizen may come the acts, and amongst them even the unintended errors of the office which I fill—I confess that I fear and tremble.

But, on the other hand, as I call to mind the intelligence and candor of those whom I am to serve—as I witness the discreet and, in some instances, long-tried public servants, with whom I am to be most immediately associated—and when, in addition to the talent and experience of the members of the other Board generally, I see amongst them personal friends, with some of whom I have had the benefit of acting during the whole period of my connection with that Board, and upon whose sound judgment and single-hearted devotion to the public service I have long known the safety of relying—I am encouraged and strengthened.

And yet, Gentlemen, with all these aids and advantages, I feel that I shall need your forbearance and indulgence. Let me, therefore, bespeak them in the outset. And I can only give you in return, the assurance, that whatever other requisites to the discharge of my duties I may fail to bring, I will not fail to bring a zealous co-operation of mind, heart, and strength, in all measures that concern the interests of our beloved City. And may He who presides over communities as well as individuals, smile upon our efforts, and crown them

ADDRESS OF THE MAYOR
OF THE
CITY COUNCIL OF BOSTON,

JANUARY 4, 1841.



PRINTED BY ORDER OF THE COMMON COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER.

CITY OF BOSTON.

In Common Council, January 4, 1841.

ORDERED, That the Clerk of this Board be directed to request of the Mayor a copy of the Address delivered by him, before the City Council, this day, and that the same be printed for the use of the Members.

Attest,

RICHARD G. WAIT, *Clerk C. C.*

A D D R E S S .

Gentlemen of the City Council:

HAVING been again called, under circumstances which demand, as they receive, my most grateful acknowledgments, to the station which involves the duty of addressing you upon this occasion, I cannot forbear, in the outset, to congratulate you upon the many blessings which have distinguished the past, and the auspicious circumstances which introduce the opening year. Through a kind Providence, the health of the City has been signally preserved. The ravages by fire have been unusually small. The peace of the City, though exposed to the dangers incident to the most excited political struggle that the country has ever witnessed, has been almost entirely uninterrupted, — a circumstance alike creditable to all parties, and one of the surest guarantees of the stability of our free institutions of government. The recent census has shown our population to be rapidly increasing. The opening of steam navigation, during the past year, between Liverpool and Boston, through the enterprise of the Hon. Samuel Cunard, has been attended with the most triumphant success. It has already, and of itself, given to our City a commercial importance unknown to her before; and when we consider it in connection with the great internal improvement through our own Commonwealth, so shortly to be completed, the most important results to our prosperity may justly be anticipated. The period of general depression in the various branches of industry and business, seems rapidly giving place to one of activity and success. And in all respects, in which, on this occasion, we can regard our

City, I think it may be truly said, that in no period of her history have her prospects for the future been so bright and cheering.

In matters of strictly municipal concern, the past year has furnished little that requires extended comment. The government has confined itself to a careful superintendence of the ordinary affairs of the City, with a view to the just requisitions of the citizens, and at the same time to a prudent expenditure of the public money. The principle which it professed at the outset, of embarking in no new enterprises which should add to the present very considerable amount of public debt, but on the contrary, of endeavoring so to manage the interests committed to them, as to lead to a gradual reduction of that debt, has been faithfully adhered to. And the anticipation then indulged, that such a course would meet the approbation of the citizens generally, has, I am happy to believe, been fully realized.

In consequence of the state of the finances at the commencement of the present financial year in May last, — the payment of a portion of the expenditures of the preceding year having been thrown upon this, and the season being one of great pecuniary depression, — the City Council deemed it prudent to provide in substance only the sum of \$21,000, from the annual tax and income, toward the reduction of the City Debt. By pursuing the course which has been stated, however, I am gratified to be able to say, that whilst all the departments of the government, connected with the peace, safety and comfort of the citizens, have been satisfactorily provided for, the aggregate expenditures in all probability will not exceed the appropriations, and that if the income from taxes and other sources equals the estimates, which there is good reason to think will be the case, the close of the present financial year, in April next, will show a reduction of the public debt, to the full amount of the appropriations for that purpose.

I look upon this result as but the commencement of a course,

which I believe it will be for the true interest of the City to pursue for many years to come. . By an economical administration of our public affairs, I do not understand a niggardly spirit, that looks upon money as the only good, or that would permit any of the matters that concern the education of our children, the peace, order, cleanliness, comfort or safety of the City, to be imperfectly provided for, for the mere purpose of saving dollars and cents. So long as we have the means, let ample provision be made for these matters, in maintenance of the well established Character of our City in regard to them. Our citizens have been accustomed to no less, and will tolerate no less. But at the same time, let the income appropriated for the purpose, together with the taxes assessed each year, be made certainly, beyond all question, sufficient under prudent management, to meet the current expenditures of the year, so that each year's income shall without fail pay its expenses, and the debt on no consideration be increased from this source. And then, by simply forbearing expensive enterprises so long as we are considerably in debt, by bringing our public lands gradually into the market, and by truly and in earnest applying their proceeds, together with the other appropriations for that purpose under the Ordinance, to the reduction of that debt, — we shall soon find our finances wearing an aspect that will give us satisfaction, and our City becoming one of the most desirable places of residence in the country. This is the kind of economy, I believe, that our citizens ask at our hands, and it is the one which I heartily recommend as the guide of our administration.

It should be observed upon this subject, that it has been comparatively easy, during the general stagnation of the past year, to keep the prudent course of avoiding new liabilities. A season of returning prosperity which seems close at hand, may make it a harder trial to hold back. But our duty, I believe, will be unchanged. And however prosperous may be the times that await us, I am satisfied that if they who are

heavy debtors, be they individuals, Cities, States or Countries, will use the opportunity for the payment or diminution of old debts rather than the contracting of new ones, they will find it a season of prosperity indeed.

Connected with the subject of our finances, I would suggest the expediency of a change in some respects, in the mode of keeping the books and accounts of the treasury. It seems to me, that a separate account should be kept in that office, with each item of appropriation and of income, and that the receipts and disbursements for the ordinary and current expenses of the City, should be kept wholly distinct from the operations in relation to the loans, — so that the books at all times, and especially the annual accounts of the Treasurer, should show distinctly the result of the year, as to each item of expenditure and income, and as to the public debt. The financial operations of our City are certainly of sufficient magnitude to justify the most approved and systematic method of keeping our accounts. But I am satisfied from personal observation, that this is impossible on the part of our most laborious and faithful Treasurer, with the help at present furnished him. A different arrangement in this matter, even if it should require additional assistance in his office, would, I am confident, not only be much more satisfactory to the Council and the community, but by permitting a greater subdivision of the present very great amount of labor in that office, would pay for itself by the increased amount of collections that would be made.

In connection also with the subject of our finances, I would further suggest that an inconvenient and awkward distinction is now made between the modes of paying the City and County accounts, and that in the management of the Houses at South Boston, with the exception of the Lunatic Hospital, a different mode of expenditure is practised from that adopted in other matters, — the income from those Houses, excepting the House of Reformation in part, not being paid into the City treasury, but expended by the Directors in the support of the establish-

ments. As the City is required by law to pay the expenses of the County, I can see no reason why different modes should be adopted in the expenditures. And with the highest respect for the managers of all those institutions, and with the most entire confidence that every expenditure is properly made, I cannot but think, that one uniform system should pervade our whole financial department, — that all monies received from any source, on account of the City or County, should be paid into the treasury, and that all monies expended for any purpose, should be drawn from the treasury, through the regular and appropriate channels, which should be the same in all cases.

By these two modifications of the existing state of things, which I have ventured to suggest, it seems to me, that entire system and uniformity may be introduced into our financial department, — the vouchers of all expenditures be submitted to the same committee, and kept in the possession of the City, — and the books and accounts of the Treasurer be made to show the exact expense of each matter of public charge. I deem it my duty, therefore, respectfully to recommend them to your consideration in season, in case they should meet your approbation, to take effect at the commencement of the next financial year.

An exception to the remark that the government has confined itself during the past year to the ordinary affairs of the City, is the disposition which it has made of the question of a City Hall. The old County Court House on School Street, which became entirely vacant on the completion of the new building for the Probate and Registry Offices, proved, upon examination, to be one of the most substantial and durable structures in the City. I am free to confess my own error in what was stated in this place a year since, as to the strength and capabilities of that building; though what was then expressed was, I believe, the general opinion of those who thought they were acquainted with the subject. After much

discussion and deliberation, the Council determined to fit it up for a City Hall, and to lay out and enclose the grounds in front, and appropriated for these purposes the sum of \$14,475. The work, though commenced late in the season, has been prosecuted with diligence, and will be completed in the course of the next month. The result, I believe, will surpass all expectation. I am able to state with certainty, that the cost will not exceed the appropriation, that is, will not exceed about a year's interest, upon the probable expense of a new building. When completed, we shall have a City Hall, whose external appearance will well compare, to say the least, with that of much costlier edifices, of more modern times, and whose internal arrangements will accommodate every officer of the government as well as could possibly be desired.

It should also be stated that there is in the building an excellent Ward Room, and beneath it a most commodious Engine House, the cost of which will not exceed \$800; whilst that of a new one, including land and building, would be about \$4,000. And as an offset to the whole expenditure upon the building, the apartments at present occupied by the government, both in this building and Faneuil Hall, can now be leased, and at a rent, undoubtedly, that will not only pay the interest of the whole expenditure, but rapidly return the principal.

It seems to me, therefore, that the question of a new City Hall may be considered as put to rest, at least till a period when no one of us will be concerned in its discussion. And as I believe that the disposition of the matter which has thus been made, will be most acceptable to all our citizens, as soon as it is fully understood, — and inasmuch as it is somewhat the custom to ascribe to the individual who holds the office of Mayor, the credit or discredit of all measures of importance that are adopted under his administration, I deem it an act of simple justice to say, that whilst I claim for myself and my associates upon the Committee the merit of fidelity to the trust committed

to us, yet that it is to the ingenuity, taste, perseverance, and unwearied personal attention of Mr. Jonathan Preston, a member of the Common Council and of the Committee, that we are mainly indebted for this happy result, and that to that gentleman the City is bound to feel itself under special obligation.

The subject of furnishing the new building has been referred by the past to the present Council, and I commend it to your earliest attention.

The new fire-proof building for the Probate Office and Registry of Deeds has been completed during the last year, and is now occupied. It proves itself a model for such kind of structures. The new school house on Cooper Street has also been completed, and is now filled with scholars. Two new wooden buildings are in process of erection at South Boston; one designed for a hospital for the House of Industry, and the other as a workshop for the House of Correction. A piece of land has also been purchased for a new Primary School House at the north part of the City, and the appropriate Committee authorized to cause the building to be erected as soon as spring opens.

The subject of wooden pavements has attracted considerable attention during the past year. While their advantage in point of quiet in great thoroughfares cannot be questioned, it must be admitted that the evidence from other cities as to their durability, and consequent expense, is not very satisfactory. The City accordingly has been very cautious in substituting them for stone, at the public charge, having expended in those cases where they have been used, only what would have been required under any circumstances, the abutters paying the residue of the cost. The subject is certainly worthy of careful investigation. But it seems to me that we should continue to move cautiously, until the experiment has been fairly tried in our own City, and that we may reap the benefit of all the improvements which will undoubtedly be made.

Our schools continue in their usually flourishing condition.

The institutions at South Boston seem in general to be fully answering the salutary purposes for which they were designed. A report however, upon the House of Reformation for Juvenile Offenders, in reference to the subject of having both sexes in the same building, together with the organization and general operation of that establishment, has been referred to the present Council, and the whole matter is one that deserves attention.

The Fire Department has fully sustained its character for efficiency and good discipline, and shown itself entitled to the entire confidence of the City.

The difficult question as to the best disposition of the Court House, Jails, and land on Leverett Street, yet remains unsettled. However desirable it may be in some respects to remove the Jail to South Boston, there certainly are serious objections to such a course. And if it must remain in the City proper, it would seem preferable on every account to continue it in the neighborhood now accustomed to it, rather than to remove it to a new position. In this view the question would be reduced to the best mode of setting apart for the purposes of a Jail so much of the property as is necessary in the present state of things, and disposing of the rest. I cannot but express the hope that by this or some better arrangement, the matter may be adjusted during the present year.

A recent decision of the Supreme Court upon the Ordinance in relation to Sewers and Drains, has rendered further provisions upon that subject necessary on the part of the City Council.

A great deal of complaint, and not altogether unreasonably, is made as to the imperfect condition of the Voting Lists of the City. It cannot be denied that they are not what they should be. It would needlessly consume your time to enter into the causes of the difficulty, or attempt to point out specific remedies on this occasion. I am satisfied, however, that the difficulty may be in a great measure remedied. And as I know of no more important duty than that of guarding the elective franchise, I

most earnestly commend the subject to your attention, with a view of providing in season the necessary means of making the voting lists as correct as possible.

I am not aware, Gentlemen, of having omitted any topics which it is important to bring to your notice at the present time. We now enter, therefore, under the sanction of our oaths, upon the administration of our City Government. It would be pleasant and exciting, I know, to find ourselves furnished with ample means, and called upon to embark in large and striking enterprises. No one would enjoy such a state of things more than myself. But if I am right in my view of the true interest of our City in its present condition, the homelier and less captivating duty awaits us, of husbanding resources and superintending details. It is remarked by one of my most distinguished predecessors, the present President of Harvard College, in his history of that institution just published, that "those who limit and economise are never so acceptable to mankind, as those who enlarge and expend." And he adds, therefore, that "no higher obligation rests upon history, than to do justice to men on whom these unpleasant and unpopular duties devolve." Let me only add, in conclusion, that there is for all of us, whatever may be our station, and alike in public and private life, a higher ground of reliance than what other men may either think or write — the simple consciousness of having done what we deem our duty, without reference to the question whether it is popular or

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,

JANUARY 3, 1842.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER.

No. 18 State Street.

1842.

ADDRESS.

Gentlemen of the City Council:

It becomes us upon this occasion to be especially grateful for the prosperity which has attended our City for another year. No evil has befallen us beyond the ordinary lot of humanity: and we stand this day with gratifying prospects for the future.

The incident of the year most interesting to us as a City, is the completion and actual opening of the Western Rail Road, by which are now connected, not only the Atlantic Ocean with the Hudson River, but the continents of the old world with the boundless and fertile western regions of the new — and this by the shortest line of communication, passing directly through our own City. An event of this importance could not pass unnoticed. It was the pleasant privilege, accordingly, of the last City Government, to notice this joyous occasion, by a visit to Albany on their part, and by receiving one in return from the Officers of that City, together with a large number of our new Western brethren. I can assure you that nothing could exceed the generous, hospitable, nay, enthusiastic welcome with which this City was greeted at the West. Every thing was done in return which the occasion permitted to show that the deep feeling there was most heartily reciprocated here. What shall be the results of this great enterprise, now successfully completed, none of us can foretell. But that it will be fraught with extensive benefit to this City, in every point of view, cannot, I think, admit of doubt.

In the ordinary affairs of the City, little has occurred that calls for remark. The government for yet another year, has

confined itself to the usual departments of its duty, without launching into expensive enterprises. The policy has been adopted and acted upon, of making liberal appropriations, on the one hand, for all purposes connected with the real interests and daily comfort, of the citizens, and providing, on the other, an income, not only sufficient, beyond question, to meet these appropriations, and thereby prevent an increase of the debt in the worst possible manner, but sufficient also for the extinguishment of a proper portion of that debt. To carry into effect this policy, it was necessary the present year, to make a small increase in the taxes. This has been cheerfully met by the citizens, and the tax of the year very punctually paid. And it is a very high satisfaction to me to be able to say to them in return, that at the close of the financial year, in April next, — all the current expenses of the year, in every department, will have been paid — a new Grammar School House erected and paid for, at a cost of more than \$20,000 — the usual expenditure made for Primary School Houses — and the sum of \$69,100 of the public debt, being the whole amount that falls due the present year, actually paid off and extinguished. This latter sum, together with the sum of \$34,432, shown by the Auditor's last Annual Report to have been paid during the preceding year, makes an aggregate reduction of the City debt, in the two last years, of \$103,532.

I confess, gentlemen, that whilst our liabilities are in the neighborhood of a million and a half, this result is most highly gratifying to me. Whatever stigma the interested or the ignorant may attempt to fix upon the homely virtue of public economy, yet when I look round amongst the bankrupt institutions and communities with which our land is cursed, made such by an unwise expansion of the system of credit, and by a reckless expenditure of what was so easily obtained, — and when I hear the abominable doctrine of repudiation, not only preached by individuals, but voted by sworn public officers, — I am prouder, far prouder of my native City, as she lives

prudently, that she may pay punctually the interest, and every year a portion of the principal of the public debt; than if she were erecting the noblest monuments of stone or of brass, by means plundered either from her contemporaries or her posterity. A liberal appropriation for the general interests — a sure supply of the requisite income, — and then economy in general and economy in detail, so as to pay all expenses and reduce annually the debt, — this, I believe, is the sure policy of the City of Boston. This was the first sentiment on this subject, gentlemen, which I uttered upon an occasion like the present, and let it be now my last.

Our Schools, Institutions at South Boston, and Fire Department, continue to maintain their wonted character, and to show themselves worthy of the deep interest that is felt in them by the Government, and the ample provisions made for their support.

A revision of the City Charter was made by the last Council and submitted to the Legislature for its sanction. It was necessarily, however, referred by them to the present Legislature, in consequence of the late period at which it was received. As I deem the revision a matter of great importance, I recommend the subject to the earliest attention of the present Council, in order that it may be brought to the immediate notice of the Legislature which assembles the present week.

The subject of the construction of a new Jail, also occupied the attention of the last City Council. By reference to their files, it will be perceived that they have expressed a decided opinion that the Jail should be reconstructed upon the present site in Leverett Street, and have recommended to the present Council immediately to commence the work. Most heartily coinciding in the views thus expressed, and believing the hitherto vexed questions to be now settled, I cannot but express my ardent wish, that the present year may witness the progress, if not completion, of this important work, — and that our City, so well provided in other respects, may no longer be

isgraced by a prison, which has been presented by a late Grand Jury as a great public evil.

There is one subject, gentlemen, which, though it more particularly concerns one branch only of the City Council, is yet of such interest to both and to the community, that situated as I find myself to-day, I cannot forbear to speak upon it. I need hardly say that I refer to the License Law of the Commonwealth, — that law by which the Mayor and Aldermen are authorized to grant as many licenses to retail spirituous liquors, "as they shall think the public good may require." Some action, as is well known, was had upon this subject during the last, and should the law be continued, will very probably be had during the present year. As it fell to my lot to be somewhat connected with that action, and as I am now entering upon the last year of my official service, and cannot, therefore, be supposed to be actuated by any selfish motive having neither favor to gain, nor disfavor to avert, I can speak my opinion with all freedom.

I am free to say, therefore, that I think the present license law of the Commonwealth unwise and inexpedient. With the highest regard for the end which it has in view, I believe it widely mistakes the proper means for its accomplishment.

In the first place, with a thousand or more persons actually engaged in the traffic, it calls upon the Board of Aldermen to select a certain number who shall be legalized, while the residue are rejected. As, on the other hand, if the system contemplated a uniform rejection of all, it should itself at once prohibit the business, — and as, on the other, no man in his senses, and under the sanction of an oath, could think of licensing all, a selection must be attempted. But as under the law, a large number must necessarily be refused, what is called a monopoly is secured to the rest. This is the inevitable result of the system. And then in the details of the selection, it is impossible not to make mistakes. The shades of distinction are difficult to trace. Deceptions are practised.

And thus some are licensed who ought not to be, whilst others are excluded, who have in fact equal claims with some who succeed. The law, therefore, requires of the Board of Aldermen what it is impossible, in this City, for human beings, with the utmost care, to perform correctly. The consequence is, that by these inevitable results of the system, — a monopoly of the business to come, and the unavoidable mistakes in selection, — the evil passions of men are aroused. And how utterly fatal to moral reform is any scheme which inevitably arouses the passions of the very men to be reached, is too plain to require even statement. This is the difficulty inherent in the system in the outset, and in the granting of the licenses.

And then, in the second place, a similar difficulty attends the enforcement of the law. From the very nature of the case, the offence of selling without license takes place, not in the open streets, but in a house or shop, and behind a closet door. And then too the evidence to prove the offence, cannot be obtained by the eyesight only; but, — to say nothing of tasting, which as a means of procuring evidence, no one would reject more indignantly than myself — the witness must remain long enough to hear the article named, before he can testify effectually. The least possible thing, therefore, that can be done, if any enforcement of the law is attempted, is to notify the party that he is violating the law, and then, if he persists, to direct the police to go to the place where the offence is committed, that is, into the shop, there to use his eyes and his ears, and if by them he ascertains that the offence is committed, then to enter the complaint with the proper tribunal. This, I say, from the very nature of the case, is the least possible thing that can be done, if any enforcement of the law is attempted.

And here permit me to say — for I deem the present occasion with its circumstances a fitting one for the purpose — that this was all that was undertaken by your police, the last year. The number of police officers was increased for a short time, in consequence of the large number of persons who were known

to be violators of the law. But as soon as the necessity ceased, they were reduced to their usual number. No steps were authorized, or to my knowledge taken, other than what were open and upon fair notice, and, as I have stated, the very least possible, consistent with any attempt at enforcement of the law. No one would more heartily scorn a mean and underhand course, even in the discharge of official duty, than myself. And as to the expenditure in this service, I can only say that the usual annual appropriation for the police will be but a trifle, if any, exceeded, for all the police services of every kind, during the year.

But notwithstanding all this; the entering a man's house or place of business, for the purposes of evidence, though, as I have stated, absolutely necessary, if any enforcement of this law is attempted, is, as a general thing, odious. Advantage accordingly is taken of this fact. Odious titles are affixed to your police for doing that, which under other circumstances, and if the offence were committed in the street, they would be lauded for as vigilant. And here again you come to the same practical point, that by an inherent fault of the licensing system, the passions of men are aroused, and the community, and especially that very part of it which the law designs to benefit, is kept in a state of ferment entirely hostile to the cause of reform.

I am satisfied, therefore, from experience, that the present licensing system of the Commonwealth requires of the Mayor and Aldermen, upon the subject of granting licenses, and of the Mayor, in executing the law, what is utterly impossible to be done, without producing effects at fatal variance with the very end proposed by the system. If these evil effects were confined to these officers, whilst good substantially resulted to the cause, there would be nothing to be said. But I believe them to be unattended by any, or certainly by any proportionate advantages.

With these views of the present system, I trust the present

Legislature will turn their attention to the subject, and relieve us of the difficulties which now surround us. Let the licensing system be entirely done away, as wrong in principle and injurious in effect. Let the severest penalties be affixed to the keeping of disorderly houses, and all facilities furnished for the detection and conviction of the guilty. Demand of your police to keep the outside in order, — to see to it that the public peace is preserved, and the public proprieties in no way violated. But as to the use of spirituous liquors within, so long as it is peaceable and in order, — leave that to individuals, and above all to the Washingtonians, who have grasped the subject in the right way, and who are therefore achieving an amount of good almost miraculous, and in comparison with which the fruits of all licensing systems and all police operations are utterly worthless.

But at the same time, gentlemen, whatever may be my opinion of its wisdom, the license law is the law of the land. It will remain so, in my estimation, until it is either pronounced unconstitutional by the proper tribunal, or repealed. And I doubt not that it will be so considered by those of you who will be called to administer it, if it is continued. I believe, too, that you will approach your duty under it, difficult and perplexing as I know it is, with all firmness — and notwithstanding all faults in the system, for which you are not responsible, will exercise your best discretion in limiting the number of licenses to what, under all circumstances, the public good may seem to you to require.

And when you shall have accomplished your duty, you may depend upon it, that I will not fail in the performance of mine. Hard names cannot change the law, nor odious epithets effect the sanctions of an oath. I will resort to no mean or dishonorable course, for I would not disgrace the City or myself. The duty imposed upon me may be hard and ungracious. But so long as I read in the City Charter, that it shall be the duty of the Mayor, to be "vigilant and active at all times, in causing

the laws for the government of the City to be duly executed and put in force" — so long as in the presence of God and of my fellow citizens, I repeat the words that "I will faithfully and impartially discharge and perform all the duties incumbent on me, as Mayor of the City of Boston" — so long, you may depend, by all fair, but resolute means, in the solemn and impressive words of the Grand Juror's oath, "I will present no man for envy, hatred or malice, neither will I leave any man unpresented through love, fear, favor, affection, or hope of reward."

In conclusion, gentlemen, our duty upon this and upon all the subjects now entrusted to us, must be done for its own sake, because it is our duty, and without regard to personal results. But we may still be permitted to rejoice in the high consolation, that we yet live in a community, that, whatever doubt may for a moment appear, will at last sustain every public officer in a courageous discharge of the trust committed to him — and that, on the other hand, will visit that public servant who for temporary ease or popularity, shrinks from his duty, with a look that withers and a scorn that burns.

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,
JANUARY 2, 1843.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1843.

CITY OF BOSTON.

In Common Council, January 2d, 1848.

ORDERED, That the President of this Board be requested to ask of the Mayor a copy of the Address delivered by him before the City Council this day, and that the same be printed for the use of the Council.

Attest,

RICHARD G. WAIT,

Clerk C. C. pro tem.

MAYOR'S ADDRESS.

Gentlemen of the City Council:

It has been customary for the Chief Magistrate of this City, annually, on taking the oaths of office, to address the City Council, with a view, either to apprise them, and through them, his fellow citizens, of his opinions upon certain subjects interesting to them, or, what is infinitely more important, to draw their attention to those subjects, in which the credit of the City, and the welfare of its inhabitants, are closely connected. Far be it from me to omit so laudable a custom — a custom which the practice of the distinguished individuals who have preceded me, as well as the requirements of the City Charter, has now rendered a duty. I propose, then, to ask your attention at this time to some of those more important subjects, which the past year, or the present, calls for particular consideration.

The first subject to which I feel it my duty to draw your attention, is the situation and construction of the County Prison. The Jail for the County of Suffolk stood, within the recollection of most of us, in the immediate vicinity of this place. The increase of population demanded a new erection, further from the centre of business, and more in conformity with the improvements of the age. In the year 1819, the County determined to erect a new Prison, and a commission was appointed, who brought to the subject all the information and experience which the times possessed, and all the devotion which the subject required. The Jail, when built, was doubtless considered the model prison of the times. It is as unreasonable to demand of them the improvements of later years, as to complain of the navigator of forty years since, that he did not navigate

the ocean by steam. But, Gentlemen, the times are changed, and we must conform to the advancements of the age. The great merit of the present construction was supposed to be its strength, but *recent events* have shown that this supposition is without foundation. Within the Jail yard are two prisons; one was erected for a House of Correction—the other for a common Jail, and both so far removed from the Jailor's house, as to render an immediate supervision over either impossible.

The leading objections to the mode of construction, are—

1st, That from their remote position, the Jailor can have no supervision over the prisoners at night, and they are necessarily left to their own machinations, without the possibility of detection.

2d, That there is no mode of preventing the inmates from having communication with each other, and any prisoner may communicate with any other, in cells on the same floor or on any other.

3d, That the mode of warming the cells is defective in the extreme. The common entries being made the *hot air chambers* from which, and from which only, the cells are but imperfectly warmed.

4th, That the cells being built contiguous to the outside walls of the prison, and communicating with the yard, by grated windows, there is no mode of preventing persons from without scaling the jail yard wall, and furnishing the inmates with means of escape, or instruments of self-destruction.

5th, The impossibility, on the present construction, of properly classifying the prisoners. This is now done, under the direction of the intelligent and benevolent Sheriff of the County, as far as the mal-construction of the prison will allow. But the classification is far, very far, from what it should be. Shall the poor debtor, whose only crime perhaps is his misfortune,—or the suspected prisoner, detained for trial and acquittal,—the youth new in the paths of crime, be mixed up with the indecent, the blasphemous, the scorner, the hardened

in infamy and crime? Shall females, innocent or abandoned, be mixed together, corrupted by, or corrupting each other? Shall our brave and hardy mariners, detained by the government as witnesses, liberally paid, but illy requited if he is to acquire in our prison a finished education in vice, be brought into contact with the hardened criminal? The dictates of reason and humanity forbid. The untried prisoner should be separated from the convict—the young should not be subject to the contamination of the old offender—and the poor debtor should be separated from both. Apartments entirely disconnected, should be provided for females, and all intercourse of every kind, with other prisoners, be prevented; and above all, a fit place should be provided where any and all *may* receive religious instruction.

The quantity of land within the outer walls of the County Jail, affords ample room for the construction of a new prison; and leaves, if strict economy is to be consulted, a valuable portion of land for sale. The cost of a new prison on the most approved plan has been variously estimated at from 30 to \$40,000, subject to a deduction of such land as may be sold, and of such old material of the present buildings as may be used;—an expense, divided, as it should and probably would be, among the expenditures of two years, which would not, in the present state of our finances, be of serious consideration.

This subject has been repeatedly presented for your consideration by my two immediate predecessors. Three times, within the last four years, has the County Jail been presented by the Grand Jurors, selected from among our own fellow citizens, for its mal-construction. In the year 1833, a commission was appointed by the Legislature, to examine and report upon the several Jails and Houses of Correction in this Commonwealth. In a very able report, made in February, 1834, are the following remarks in reference to the Suffolk County Jail: "Its construction is about as bad as that of the old State Prison at Charlestown, the rooms being of similar

size, form, &c.; and the arrangement such as to *bar all inspection*. In this building, too, many debtors are confined, and it is impossible to prevent evil communication from the apartments of pirates, highwaymen and murderers, with debtors, as the case may be, of pure minds and heavy misfortunes. In addition to this, females may be, and are often confined in this building, and sometimes of such a character, that one of them, in the language of the sub-gaoler, makes a *hell of the whole establishment*. And it is not impossible that females and males, of pure minds, should be confined in this prison; because we have seen, that during the year ending September, 1833, more than a seventh part were females, and more than a fourth part were discharged by the Court, *as not guilty*. On the whole, considering the number of persons committed to this prison annually—its construction and management—we think it is the heaviest weight upon the public morals which we have seen or heard of in the Commonwealth." It must be recollected that this statement refers to the year 1833, and if there is any complaint of its present management, it is entirely referable to its bad construction, which remains the same. The great objects of a prison are, First, the safe keeping of the criminal; and second, as far as may be, his reform. The offended majesty of the law demands not revenge, but correction, not only punishment, but prevention. The present erections answer none of these objects, and it does not compare with the other buildings in the County, devoted to similar purposes.

I do not ask you, Gentlemen, to adopt my opinions, or even the opinions of any Committee which may happen to be appointed on this subject, but I do ask each member of the City Council to visit the County Prison, and judge for himself, fully satisfied that a subject in which the well being and the credit of the City is so intimately connected, may with great confidence be left in your hands, for your disposal.

The Institutions at South Boston—the Houses of Cor-

rection, of Industry and of Reform, under their several Boards, and their able Superintendents, fulfil all the objects expected of them, to the admiration of strangers, and to the entire satisfaction, it is believed, of our fellow citizens.

The important and difficult question, "What shall be done with the Insane?" seems to have been solved by the citizens of this Metropolis, to the contentment of the most fastidious, and to the gratification of the most humane. That noble Institution, the McLean Asylum, at Somerville, endowed by the beneficence of our fellow citizens, aided by the State, ever ready to foster charitable institutions, affords to the rich, and to those of moderate means, all the comfort and aid, which the most judicious treatment, directed by the most scientific skill, can render to a disease the most distressing with which humanity is afflicted. While the Insane Hospital at South Boston, established by the City for the reception of the insane poor, and arranged with the greatest care with reference to the treatment and comfort of the inmates, which, in their unhappy situation, they can receive, is inferior, it is believed, to no other similar institution in the country. All the insane then of our City are provided for, and nothing seems left to be desired, but the advancement of that science, which shall render their cure the more certain, and nothing to be demanded, except that constant and searching supervision which all public institutions, however excellent, require.

It is believed that the Fire Department of the City, under its present efficient organization, is in the best order, and renders the most important services. But as acts speak louder than words, I will only add the following statistical facts.

The whole number of alarms during the year

1842, was	-	-	-	-	-	122
False alarms,	-	-	-	-	-	36
The number of fires in the City,	-	-	-	-	-	86
The amount of property destroyed,	-	-	-	-	-	\$107,694

Facts which speak volumes for the present organization—

n organization which should bestow lasting honor on the able magistrate under whose auspices the Department was established.

With regard to the Police of the City, I have only to say, that it falls necessarily under my supervision, and will receive my particular attention. It will be for the City Council to decide whether the usual appropriation heretofore made, is sufficient to meet the increased duties required of the Police, in consequence of the increase of inhabitants, of business, and by the great influx of strangers. It is for us to see that our beloved City shall not be, for rogues and vagabonds, a residence either agreeable or safe.

If there are any institutions of which our fellow citizens may be justly proud, they are our Public Schools; and to them the credit is due, since, from the earliest time, they have seen the immense importance of a sound education for their children, and have never hesitated cheerfully to pay the tax requisite to accomplish it. Taken at the tender age of four years, the son of the poor but respectable individual may be advanced through all the steps of the primary and grammar schools to the high school, where his mind may be imbued with the higher branches of an English education; or if it is preferred, he may receive at our excellent Latin School, a *thorough* preparation for any university in the country. Can any system be more beautiful? Can any practice be more republican? Happy the people whose sons and whose daughters may be well instructed at the public charge; and happy, thrice happy that community, all of whose children shall receive a physical, moral and religious education, to the glory of God, and the service of the State.

The Primary Schools are under the direction of a Board selected from the citizens at large for that service, which is performed gratuitously, and that you may judge with what fidelity, it is enough to say, that, within the last six months, the Primary Schools have received 1968 visits, and 798 examinations. There are

104 Primary Schools, containing	6541 pupils.
15 Grammar Schools, “	6608 “
1 English High School, “	136 “
1 Latin School, “	120 “
<hr/>	
Total,	13,405

in a population of 93,000 inhabitants. There are 37 male and 166 female teachers. The charge for the support of the Public Schools for the financial year 1841-42, exclusive of the expense of erecting a new School House, was \$120,488, or the moderate charge of \$8.98 per annum for each pupil. It is not improbable that the crowded state of the pupils in the Schools in certain portions of the City, may require your action in reference to the expediency of erecting another building for their accommodation.

Whether we derive practically all the advantages from our Public Schools that we might, is a question, which I have neither the time, nor is this the place, to consider. But permit me to say, that we should never rest satisfied with a merely physical education, which after all furnishes but the *tools* by which we are to begin to work. Children must not only be taught to read, but to pursue a just train of thought, to learn, from established facts, to draw just conclusions. Reading may make the scholar, but THINKING alone can make the man. “The object of Education is to make a reflective, moral, prudent, and healthy people.” The object, then, of education, is not only to form a reflective, but a *moral* people. Let us beware, then, that we do not fall behind even the Chinese in this particular, who, without the light of a pure religion, are said by the best writers, not only to make education universal, “but to place that which is moral, above that which is physical.” But the physical and moral education must be imperfect which has not added to it the influences of religion. In the words of the Father of our Country, in his Farewell Address, “Let us, with caution, indulge the supposition, that morality

can be maintained without religion. Whatever may be conceded to the influence of refined education on the minds of peculiar structure, reason and experience forbid us to expect, that National morality can prevail to the exclusion of religious principle."

The last subject to which, at present, I would draw your attention, is the state of our Finances. The Finances of the City are believed to be in the most satisfactory condition, and to require nothing but prudence and economy to keep them entirely within our resources, to prevent their being a burthen upon the present or the future. In the year 1840, the Debt of the City was \$1,663,800, which, since that period, has been gradually reduced, owing to the judicious application of a sinking fund, and to the firmness, economy, and financial abilities of my able predecessor. The sum of \$179,532 56, has been paid within the last three years, of which \$76,000 has been discharged during the year just ended, leaving the Debt \$1,484,267 44, of which \$94,900 is due the coming financial year, and \$226,100 during the year 1844-45. This amount is more, probably, than the resources of that year will be able to meet, without inconvenience. But it is believed that the public creditor will be glad to transfer portions of this debt to the years 1848, 50, 51, 52 and 53, during which years there is nothing due, and during the previous years no greater amount due than the ordinary resources of those years can easily discharge. So that the City Debt may be considered as provided for during the next ten years — and after that period, to leave an amount so small as not to be the subject of alarm or any very serious consideration. Happily there is no disposition to accumulate a debt to embarrass the future resources of the City, or to induce us to *wish* to have recourse, *if we could*, to the atrocious doctrine of *repudiation* — a doctrine as odious as it is dishonest — a doctrine, which has made us a reproach and a by-word among the nations of the earth. No! thanks to the wisdom of our political fathers, who placed it as far beyond

our power, *as it is foreign to our wish*, by making our own property, and that of all our fellow citizens, to the amount of millions, responsible for all our public engagements.

GENTLEMEN :

It is with feelings of unfeigned diffidence, and distrust of my own powers, that I assume the chair, so long occupied by distinguished individuals of tried worth and unflinching integrity ; all of whom yet live, (save one honored name,) to receive the honors, as they deserve the respect, of their fellow citizens. If I bring not to my arduous duties the eminent abilities of my predecessors, I have before me their untiring zeal, and their tried devotion to public service, for my imitation. Let us all, then, without fear or favor, bring to our several duties the pledge of our best exertions, looking to an approving conscience for our reward ; and for support to that Providence, without whose powerful aid and protection, the " watchman waketh but in vain."



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ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,
JANUARY 1, 1844.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1844.

CITY OF BOSTON.

In Common Council, January 1, 1844.

ORDERED, That the President request of His Honor the Mayor a copy of his Address, delivered to the City Council, this day, and that the same be printed for the use of the Council.

Attest,

W. P. GREGG, *Clerk Common Council.*

MAYOR'S ADDRESS.

Gentlemen of the City Council:

IN accordance with our annual custom, and the decision of my fellow citizens recently expressed, it has become my duty and high privilege again to address you, on the formation of the City Government.

And I beg permission to improve this opportunity to make a few remarks, in relation to the past and the present position and future prospects of our City, and to draw your attention to those subjects, which experience shows are deserving your particular attention. It is now twenty-two years since the establishment of the City Government, and it may not be without profit to cast our eyes back for a moment, to the situation of our community at that period, in order that we may draw instructive lessons for the guidance of our policy for the future.

At the organization of the City Government in 1822, the population of the Town of Boston hardly numbered 45,000 inhabitants, thinly scattered in comparison with the present, over this peninsular, dependent for its support and its future growth and prosperity upon the produce of the agriculture of a region comparatively limited, upon commerce and the fisheries, both beginning to recover after a period of war and embargo, and the commercial revulsions consequent upon a general peace. Manufactures at that period, a secondary interest, struggling to support itself against a rival, and as was then supposed, an adverse interest — Commerce. While the estimated capital upon which these important interests and their operations were based, was eighty-four millions of dollars.

Within the last twenty years, an immense change has taken place in our position and future prospects. Our population, from 45,000, will have attained within the year upon which we have entered to 110,000 inhabitants, (supposing the increase to have been the same since, as previous to the last census,) an increase of 145 per cent. within that period. The receipts from the produce of agriculture have increased beyond all estimate, not only in consequence of the gradual growth and improvement of the country, but of an admirable system of internal communication, extending itself far and wide throughout the land, holding in its iron embrace the rich valleys of the West, whose productions may not be estimated—receiving from and dispensing incalculable blessings to all who are within the reach of its advantages. Your commerce has vastly increased with the increase of agriculture and manufactured produce. You have become the centre of a great manufacturing interest, gradually and surely increasing with the growing demands of a population increasing without precedent, and extending itself throughout the length and breadth of the land, drawing to its aid strength and support from, and giving encouragement to, every other interest, and destined at no distant period to exercise an extensive influence over all the interests of the country.

Your estimated capital has advanced to more than 110 millions, seeking every where, secure investments, and quick returns. The number of houses and other buildings erected the last few years is without precedent in this City, yet hardly keeping pace with the increase of its population, which, under the blessings of peace and a good government, will at the next census approach 150,000 inhabitants. And I may add that, such is the peculiar situation of our City and its natural limits, the time must arrive when no spot of equal extent, on this side of the Atlantic, will number so dense a population; a state of things by no means a subject of congratulation. I have adverted to these facts, not for the purpose of a vain boast, but

rather as a subject of gratitude to that kind Providence which has blessed us with increase, and more especially that we may be fully impressed with the fearful responsibility which devolves upon us. That we may feel the importance of enlarged views in relation to the improvements of the City, in extending and beautifying our streets and public places, in a careful attention to internal health and police, in an enlarged system of internal and external intercourse, in a liberal encouragement of charitable and literary institutions, in a far sighted preparation for the moral, literary and physical education of the rising generation. We are to call to mind that, though our borders are narrow, we are the centre of a dense and increasing population. That our City is the capital of an extended portion of our country, looking to our example to be imitated or shunned as our policy of Municipal Government shall be narrow or enlightened.

Your early attention will be naturally turned to the state of the Finances of the City, which it is believed will be found in the most satisfactory condition. Of the amount ordered to be raised by taxes in May, 1843, \$628,192 have already been paid into the Treasury, leaving a small amount comparatively uncollected. Of the \$300,000 authorized to be borrowed under the Order of the City Council of April, 1843, and to be repaid within the financial year, only \$172,985 were borrowed, which amount was paid in October last. The balance of cash now in the Treasury is \$337,920.

The City Debt, which amounted on the 1st of January, 1843, to \$1,518,700 — is being rapidly extinguished. Of this amount, \$94,900 was due the present financial year, of which \$54,900 has already been paid, and the balance becoming due before the 1st of May, will be paid from the amount now at the credit of the City Debt, amounting to \$118,850, and leaving a surplus of \$78,850; to which will be added the excess of the appropriations over the expenditures at the close of the financial year, the probable amount of which may be estimated

at \$50,000, together with the annual appropriation, and the amounts receivable from the sales of City Land during the ensuing season, to meet \$226,100, due in the year 1844-5, and which probably will be all paid; should however any balance remain, it may be transferred to the year 1848-9, in which there is nothing due. From May, 1845, to May, 1854—9 years—there are due \$247,000, so distributed in amounts as to be readily met by the ordinary appropriations of those years.

The state, therefore, of the finances, and the gradual extinction of the City Debt, are in all respects, highly satisfactory. And, although the growth of the City will necessarily demand increased expenditures in certain departments, it is not anticipated that any unusual appropriation will be required, during the coming financial year; on the contrary, it is to be hoped that, by the increase of taxable property, and a judicious economy, the ratio of taxation may be considerably diminished.

Public attention has been, during the past year, more particularly turned to Public Lands, and they have become, and are daily becoming more, a subject of inquiry. A more liberal policy, with regard to the City lands in Ward 11, might with advantage be adopted. Streets already laid out should be filled up and drained, for it cannot be expected that purchasers will be found for lots in streets which are not rendered passable. The time is approaching, if it has not already arrived, when a residence on the Southerly portion of Washington Street, that beautiful avenue to the City, will be considered the most desirable within its limits. Every lot sold, increases the value of every other, and adds its own value, and the buildings erected on it, to the taxable property of the City. The amount received in the Treasury, since 1st May last, for bonds paid, is

bonds paid, is	-	-	-	-	-	-	\$20,507 00
Cash received for land sold,	-	-	-	-	-	-	38,709 00

Making, - - - - - \$59,216 00
all of which has been placed to the credit of the City Debt.

Connected with the finances of the City, is the mode in which the taxes are assessed ; and there is no subject which more requires your early attention, and a more thorough reform. It is a subject upon which a great deal of just complaint has been made ; it is one also about which there is much complaint which is most unreasonable. That entire satisfaction can be given, is not to be supposed, and that there should exist in every community, persons who are desirous of throwing upon others the burthens which belongs to themselves to bear, is always to be expected. Our fellow citizens well know that a government is not to be carried on without taxes, and none are more ready to be taxed, or to tax themselves, to a reasonable amount ; but the uncertainty and inequality of their taxes is a just cause of complaint, and demands immediate remedy.

The difficulty undoubtedly exists in the composition of the Board of Assessors. By the Ordinance, passed on the 16th May, 1836, it is provided that twenty-seven Assessors shall be elected, three of whom shall be chosen from the citizens at large, and be called Principal Assessors ; and the remaining twenty-four from the residents of the respective Wards, two from each Ward, to be called Assistant Assessors. The Assessors choose their Chairman, and sit and act as one Board ; and every assessment and every abatement is required by the Ordinance to be the act of the Board, or a majority of the Board. The consequence of this arrangement is, what might very reasonably be expected, that the Principal Assessors, being a small minority, are reduced to the situation of clerks, and required to execute the decisions of the majority, or of one or more individuals, who may happen to have a leading influence in the Board. The effect of electing two residents of each Ward, is in fact to make them Ward officers, and to create local influences and interests ; the object of each member being very naturally to protect the residents of his own Ward and diminish their taxes, which necessarily increases those of every other, and this is effected in proportion to the

influence of the individual. The inequality and uncertainty of the taxes so much complained of, may also be attributed, in a great measure, to the changes constantly taking place in the Board of Assistant Assessors. Of the present Board there are only seven persons who were members in 1841. The number of Assistant Assessors is thought to be too large for the prompt transaction of business, and some misunderstanding exists with regard to the power of the Principal and Assistant Assessors. The Board of Assistant Assessors, if not abolished and the place supplied by some other body, chosen at large, should be reduced in numbers; and while it should exercise some check over the doings of the Principal Assessors, its functions should be advisory, rather than paramount. The salaries of your Principal Assessors were fixed at a time when the duties of the office were comparatively inconsiderable. The labors of the office have greatly increased, and the salary should be such as to induce them to give their whole time to the arduous duties of their important office. By the Ordinance, no compensation is allowed the Assistant Assessors, and none has been demanded; yet it is very doubtful if, by the 7th chapter of the Revised Statutes, they are not entitled to one dollar for each day they serve in that capacity. This subject is not now for the first time presented to the consideration of the City Council, and I would ask your early attention to it, fully convinced that it will receive at your hands the most careful investigation. It is but justice to the respectable members of the present Board to say, that these remarks do not more particularly apply to them than to their predecessors. *It is the system which requires reform.*

The House of Industry, the House of Correction, and the House of Reformation for Juvenile Offenders, under the direction of separate and efficient Boards, are believed to be in the best possible order, and to perform these several important functions to the entire satisfaction of the City Government and of the citizens. The advantages of the House of Reformation

are daily developing themselves, and the important influence which is exerted over the inmates of this interesting institution is of the most satisfactory character, and more than fulfils the anticipations which were entertained at its establishment.

The Lunatic Hospital is in excellent order, and its unfortunate inmates are believed to receive all the attention and comfort which in their situation can be afforded them. The measure of success in the restoration of the patients to sound health and reason, is as great, considering the condition of the inmates sent there, as could be reasonably anticipated. Out of twenty-nine persons discharged within the last eight months, twenty-two were reported as "restored."

The institution the last season has been unusually crowded. There are sixty-six rooms for the reception of the most violent, and two dormitories for those in a more quiet state, furnishing accommodation for about one hundred patients. The inmates have, however, exceeded that number, and at one time reached as high as 114, when no more could be admitted. The number of incurables who become a permanent charge upon the institution is constantly increasing, and unless the State shall provide elsewhere for the foreign paupers maintained at the State charge, it will be necessary to furnish additional accommodations. Although the furiously mad are not by law admitted to this institution, yet most of the patients are at their reception in a high state of excitement, and produce a most unfavorable effect upon those with whom these are necessarily associated; and other inmates are liable to sudden and violent paroxysms of madness. The want of rooms for the temporary seclusion of these patients is seriously felt; and it will be a subject for your consideration whether an additional wing, having these rooms in its lower story, and extended accommodations in those above, will not be absolutely requisite. There are thirteen persons in the House of Industry, laboring under a greater or less degree of alienation of mind, mostly idiots, and six at Worcester, furiously mad, maintained at the expense

of the City. The want of employment for those who are capable of occupation is seriously felt. This subject has already received the attention of the City Council at the close of the year, and is earnestly recommended to, and will doubtless receive your earliest attention.

Our City has been blessed with an unusual degree of health the past year. With the exception of a few cases of small pox, there has been no contagious disease within our limits; and it is a remarkable circumstance that notwithstanding the extended commerce of this port, it has not been found necessary to place any vessel in quarantine during the past season.

The condition of the Fire Department, generally speaking, is highly satisfactory, requiring, however, constant care that abuses and insubordination should not creep in to destroy its efficiency and the confidence reposed in it.

The number of alarms within the City during the past year have been

178

The number of fires,

85

The amount of property destroyed,

\$140,000 ;

which is a small per centage on the taxable real estate of the City. These facts sufficiently prove the discipline and efficiency of the Department, as well as the skill of the Engineers and other officers by whom its efforts are directed.

The last subject to which I propose to draw your attention is the condition of our Public Schools, which, it is believed, was never more satisfactory than at the present time. Under the instruction of able and faithful instructors, the progressive improvement of the schools is from year to year clearly perceptible. This improvement is attributable to the high order of principal and assistant instructors in the several schools — to the improved condition and better preparation of the children on admission from the primary schools — and to the increased interest which the parents take in the public schools, and in the education of their children.

The advantages of a free public education have now become

fully established, and seem to have been appreciated from the earliest settlement of the country. As early as 1641, the inhabitants voted, that certain provisions be made "for the maintenance of a free school for the town." This vote is worthy of notice as illustrative of the feelings and sentiments of the inhabitants at that early period of our history. It was ordered to be a "free school;" it was to be maintained at the public expense, and it was to be "for the town"—that is for *all* the inhabitants—and it is hoped that these enlightened sentiments will prevail as long as this community shall exist.

There are, at this time, seventeen Grammar Schools,	
which, together with the Latin and English High Schools,	
contains	7,533 pupils
There are 112 Primary Schools, containing	7,225 "

Making a total of	14,758 "
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being an increase of 1353 children within the last year. The state of the schools has been, the past season, excessively crowded, so much so that several of the Ward rooms have been necessarily diverted from their legitimate uses, to the great inconvenience of the citizens, and converted into School rooms. A state of things requiring your especial attention.

At no time has the importance of our School system been more fully appreciated—if our City has been free, generally speaking, from scenes of riot and confusion, it is mainly attributable to our system of public education. It has been truly said, that if any thing will preserve tranquillity and order in a community, perpetuate the blessings of society, and free government, and promote the happiness and prosperity of a people, it must be the general diffusion of knowledge and of moral education.

These are some of the many important subjects which will come under your consideration, and there are others to which I have not time to advert. Your duties, as members of the City Council, on which you are now entered, are arduous and

responsible, requiring the exercise of an unbiased judgment, a firm decision, and enlarged views, looking to the permanent, rather than to the immediate interests of the City; and that you will bring to their consideration these qualities I do not doubt. In the discharge of these duties, arduous and responsible as they may be, you may rest assured of my most zealous coöperation.

ADDRESS OF ALDERMAN PARKER
TO THE
CITY COUNCIL OF BOSTON,

JANUARY 23, 1845.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

CITY OF BOSTON.

IN COMMON COUNCIL, January 23, 1845.

Ordered, That the Clerk request of WILLIAM PARKER, Esq., the Chairman of the Board of Aldermen, a copy of the Address this day delivered by him to the City Council; that the same may be printed for the use of the council.

P. W. CHANDLER, *President*.

[NOTE.—In the Municipal Register for 1845 the following statement is made:

“The election of Mayor for 1845, was more warmly contested than on any former year. There were not less than eight several ballotings by the citizens. At the eighth trial, on the 21st of February, Thomas A. Davis was elected. In the meantime, from January to February 27, 1845, William Parker, one of the Aldermen, performed the duties of Mayor.”

It seems that only three aldermen out of eight had been elected, viz., William Parker, William Pope and John Hathaway. On January 6th they chose William Parker chairman, and he became acting Mayor. On January 20, Benson Leavitt and Samuel S. Perkins were elected aldermen, leaving vacancies which were filled on March 5th by the election of Simon G. Shipley, Joseph C. Ayer and Lyman Reed. The Board was complete only for a day, as Mr. Parker (who had been beaten by Mr. Davis only by 501 votes in a total of 9,553) resigned on March 6th, and this vacancy was again filled March 12th by the election of James S. Savage.

Mr. Parker, who had been a Councilman in 1828 and an Alderman in 1842 and 1843, was chosen again in the autumn of 1845 and served in 1846 and 1847. He was born Nov. 7, 1793, and was one of the thirteen children of Rev. Samuel Parker, and brother of John Rowe Parker, Samuel Dunn Parker, Thomas Ivers Parker and Richard Green Parker, all well-known Bostonians. Bishop Parker, who was born in Portsmouth, N.H., died Dec. 7, 1804, aged 59 years.

William Parker practiced as an attorney, but marrying, January 12, 1826, Julia Maria, daughter of Isaac Stevens of Boston, he became a partner in the firm of Stephens & Parker. He was afterwards President of the Boylston Bank, and died Oct. 29, 1873, aged 79 years, 11 mos., 22 days. Mr. Parker's children were Julia C., wife of Patrick Arklay; Sarah M., wife of Frederick Cunningham; and Grace Helen, wife of George A. Meyer.

His father-in-law, Isaac Stevens, was a member of the first Common Council in 1822, and his grandson, George von L. Meyer has served as Councilman and Alderman, and Speaker of the Mass. House of Representatives.

W. H. W.]

ADDRESS.

Gentlemen of the City Council :

IN the present condition of the Government of the City, it seems hardly necessary to apprise you of the exigencies which the delay of its complete organization has occasioned. Summoned, as we have been, to the administration of its respective departments, under existing circumstances, I indulge the belief that, on the present occasion, it will not be deemed presumptuous or out of place in one, who has been casually called to the Chair, in the absence of a Chief Magistrate, to communicate to you information of the urgency of such of its affairs as require your immediate notice and action. Without anticipating what is the proper province of the Executive Officer of the City, I beg your indulgence, for a few moments, in making some suggestions upon subjects, which require, imperatively, an immediate supervision.

By a vote of the City Council of the last year, it became the duty of the Mayor and Aldermen, to cause a petition, in behalf of the City Council, to be presented to the Legislature, asking the sanction of that body to enable the City to introduce a competent supply of soft water from Long Pond, in the towns of Natick, Wayland and Framingham—and that a charter should be granted for that purpose. This petition has been duly presented by the proper authorities, and, in the usual course of legislation, was committed to a joint Committee of both branches. Notice has been served upon the City Clerk, apprising the petitioners of the hearing, preparatory to a decision of the merits of the petition ; and orders of notice to the respective towns of Natick, Wayland, Framingham,

Weston, Newton, Needham, Brighton, Brookline, and Roxbury, were issued, and directed to be served, personally, upon the Town Clerks of each of those towns; as, also, newspaper notices in the county of Middlesex, as well as in Boston, to all other corporations and persons in interest, to appear on the 30th day of January instant, to show cause why the prayer of said petition should not be granted. It, thereupon, became the imperative duty of such of the Board of Aldermen as were then elected, to represent the interest of the City before the Committee on the 16th instant, and to send a special messenger, with the notices and copies of the petitions, to the several towns—and these notices have been served, in a manner pursuant to the legislative order. In these preparatory measures, they have called to their aid the able City Solicitor, who has afforded them, at all times, such assistance and advice as were required. The importance of this measure, after the decided expression of the popular vote in its favor, will appear obvious; and it so occurred to the members of the Board of Aldermen, inasmuch as intimations are made that the session of the Legislature may not be a protracted one. In the matter alluded to, it remains for the City Council to determine whether arrangements shall be made for the employment of eminent counsel to present the views of the City, and advocate its interest in the merits of this question. It may reasonably be anticipated that able counsel will be retained by other corporations and individuals, who shall deem themselves aggrieved, should the prayer of the petition be granted—and that strong opposition will be made by others, who may be adverse to the object sought.

Another subject now pending in the Legislature, and awaiting the action of the City, is a petition for the grant of certain flats, in Brookline and its vicinity, to Sidney Willard and others, petitioners, with a view to construct an island wharf for the deposit of merchandize, and thence to make a road to Charles Street, in Boston. The hearing of this petition is at

an early day, and requires immediate attention. It has been suggested that this measure, if accomplished, will impede the navigation of the harbor of Boston, by presenting another obstacle to the natural current of the channel—and that the City have further interests in the premises, which should be protected. Upon several other petitions, not less than five or six, for the extension of wharves to the Commissioners' line, the action of the Legislature has been sought, and orders of notice have issued to the City, the subject matters of which involve, directly or remotely, the interest and welfare of the City, and they should be provided for.

Among several other subjects now pending before the Legislature, the following may be found to require some action, viz : the revision of the tax law, so far as it relates to the City of Boston ; the alien passenger law, which has recently been called up ; and a proper revision of the City Charter. Of the importance of the two last, it seems hardly necessary to apprise you. There appears to be no good reason why the tax on alien passengers should be paid into the State Treasury, if the City of Boston is to be incumbered with the support of the foreign pauper emigrants who are so continually brought to our shores — and it seems only necessary to present this subject, in its proper light, to the Legislature, to obtain a measure of justice, by means of which some adequate indemnity may be secured, for the support of our public charitable institutions, which receive and maintain so large a proportion of alien paupers.

In reference to the amendment of the City Charter, during the present session of the Legislature, no reasonable mind can doubt its expediency. Past and present experience of the embarrassments into which we have been thrown, is too fresh in the memory to admit of a question of the importance of such revision, and to you I need not urge its importance.

If, in these suggestions, I have trespassed upon the province of the proper Executive Officer, I may be permitted to urge,

as an apology, the apparent necessity of immediate action, while the session of the Legislature exists, lest, by further delay, the several subjects there pending shall be prejudiced, for want of that degree of vigilance, on our part, which the welfare, good government, and importance of its interest, require. It becomes not me to suggest the mode by which these should be granted — and I deem it necessary only to apprise you of the urgency of these subjects, leaving it to your wisdom and discretion to apply the remedy as it may be deemed advisable.

However unfortunate it may be that the requirements of the Legislature should, at present, demand such prompt attention on the part of the authorities of the City, there seems to be no reason why the subjects alluded to should be further delayed — and, so far as it rests upon the efforts of those to whom they properly appertain, I am warranted in the assurance that such immediate action will be had, as will meet the emergencies which so successively array themselves to their observation and notice.

THE
MAYOR'S ADDRESS
TO THE
CITY COUNCIL OF BO

FEBRUARY 27, 1845.



PRINTED BY ORDER OF THE CITY CO

BOSTON:
JOHN H. EASTBURN, CITY PRINTER,

CITY OF BOSTON.

In Common Council, February 27, 1845.

Ordered, That the President request of his Honor the Mayor, a copy of the Address this day delivered by him to the City Council; and that the same be printed.

W. P. GREGG, *Clerk C. Council.*

ADDRESS.

Gentlemen of the City Council :

I DO not propose to go into a review of the doings of the City Government for the past year.

Many of you have been actively engaged, under my esteemed predecessor, in bringing about those results which are alike creditable to the government and satisfactory to the people, and which inspire us with the hope that we may be equally successful in the numerous and arduous duties that will devolve upon us.

By a reference to the reports from the various branches of the City Government, it will be seen that the affairs of the City are in a state of general prosperity. The House of Industry, the House of Correction, the House of Reformation, and the Lunatic Hospital—institutions of inestimable value to the poor and unfortunate—reflect great credit upon the City by the continued good management and success of their efficient and experienced officers.

The short time allowed me to make a personal investigation of the financial concerns of the City, will render it impracticable for me to give you a detailed report of their condition — and it is the less necessary from the fact that they have been given to you, and through you to the public, somewhat extensively in the closing addresses of my predecessor, and the President of the Common Council. The various measures to be submitted for your action will be presented from time to time, as I shall become more familiar with them.

The great and important measure to come before the City Government for their deliberation and action, is the introduction of pure water into the City. It is now some twenty years since the introducing of pure soft water from abroad has been extensively discussed, both in public and private. While the City was comparatively small and confined to the grounds formed by nature, in which wells were easily sunk and springs found, the necessity of introducing a supply from abroad was not so sensibly felt. But of late years we have been gradually extending on all sides by the formation of new lands, till at the present time more than one third of the whole population of the City are located on grounds once flowed by the tides. On these made lands great difficulty is experienced in finding good and sufficient springs, and when found, they are, by filtration of brackish water, soon rendered unfit for use.

It has therefore been decided after mature discussion in public meetings held for the purpose, by a vote of about three to one, that it is expedient to have water brought into the City at the public expense, from Long Pond, and by a vote of seven to one that it should be introduced from some source — the water, when introduced, to be received and paid for by the citizens, on such terms and in such manner as shall be decided upon by the Commissioners appointed for that purpose.

In accordance with the will of the people thus expressed, the City Council have petitioned the Legislature for an act empowering them to carry out the wishes of the people. When

the act shall have been received by the City Government, it will doubtless proceed forthwith to the consideration of the incipient measures to be adopted in relation to this important subject.

The interesting and able report of the Commissioners has been printed and is before you, and it will therefore be unnecessary for me to go into detail. A brief outline, however, of some of the essential results at which they arrive, may not be inappropriate.

The population of the City is now estimated at 110,000. It will be, it is computed, 125,000 by the time the water works can be completed and the water introduced into the City. It is thought desirable to provide for 250,000, double the population the City may be expected to contain at the completion of the works. The quantity of water, it is supposed, that would be sufficient for each individual, is $28\frac{1}{2}$ gallons, this being the quantity furnished to the Philadelphians by their works. At this ratio the supply to a population of 250,000 is 7,125,000 gallons per day, being equal to 950,000 cubic feet, or nearly a regular flow of eleven cubic feet per second. Long Pond is estimated to cover an area of about six hundred acres. Various calculations have been gone into by the Commissioners to show that by raising the dam at the outlet, it is capable of producing a constant flow of twelve feet per second, being sufficient for the City at double its present population.

It is proposed to bring the water from Long Pond to Corey's Hill in Brookline, four miles from the City, through an aqueduct of brick of an oval form five feet in width, and six feet four inches in height in the interior. It is proposed that the brick work shall be eight inches in thickness, and that the whole structure shall be covered with earth to the depth of four feet. It is proposed also by the Commissioners that the conduit shall incline three inches to the mile, that being sufficient, it is believed, to admit of a flow of eleven cubic feet per

second — the conduit being filled to a depth of three feet ten inches, leaving a space of two feet and a half empty.

At Corey's Hill it is proposed to construct a reservoir that will contain a day's supply. The water in the reservoir will be 120 feet above the marsh level. From this reservoir the water is to be conveyed through iron pipes of 30 inches in diameter to the Tremont road near the Roxbury line. At this point it is proposed to send off a branch of perhaps 12 inches in diameter to a reservoir on Dorchester Heights, for the supply of South Boston. Another is to be carried through Tremont Street to Boylston Street. Here two branches are to be sent off to reservoirs on Beacon Hill and Fort Hill. From these reservoirs the water is to be conveyed to all parts of the City and distributed to the citizens, the source being such as to allow the water to flow to the height of four feet above the floor of the State House, a sufficient height to allow it to flow into the first story of every house in the City, and over the roofs of most of them. The estimated cost of these works is about two millions of dollars.

The undertaking is one of great magnitude, surpassing anything hitherto entered upon by the City Government. It will involve the City in a large outlay, and when completed, in a heavy annual expense. It should therefore be proceeded in with great caution and prudence. The advantages of an abundant supply of pure soft water to the health and happiness of the citizens is beyond calculation. I doubt not, should the undertaking be successfully carried through, at the cost estimated by the Commissioners, it could then be said by our citizens of the Long Pond Water Works, as is now said by those enjoying the benefits of the Croton Water Works, notwithstanding their immense cost, "no one regrets their construction."

The numerous and exaggerated statements that have been freely circulated in reference to the objects and aims of the American Republican party, which has recently sprung into

existence, and is so rapidly increasing in many parts of the country, require a word upon this subject. It is not the object of the American party, by word or act, to engender unkind feelings between the native born and foreign citizens. Its object is by the establishment of general and salutary naturalization and registration laws, by educational and moral means, to place our free institutions upon such a basis that those who come after us, the descendants both of the foreigner and American citizen may be free and independent. The foreigner equally with the native citizen, if he has a regard for his posterity, is interested in the recent American movement. If the foreigner's own supposed rights are abridged, it is that his descendants may enjoy them to the full.

Foreigners now on our shores should be treated with kindness and sympathy. Their rights should be protected, and their wrongs redressed. Nothing should be done to excite animosity between them and the native citizen. Multitudes of noble and high minded men have fled to our shores that they might find here that liberty, tranquillity, and happiness, denied them on their native soil. Those of this class who sleep with our fathers, their memories we cherish, and those that are still with us — and they are interwoven in all our circles — their characters we respect. Our object is to maintain and transmit the blessings of our free institutions to our posterity, that they may not experience the same evils, and be subject to the same oppressions that are now so severely felt under the despotic governments of the Old World.

Boston was invested with City powers in 1822. John Phillips, its first Mayor, held the office one year; Josiah Quincy, six; Harrison Gray Otis, three; Charles Wells, two; Theodore Lyman, jr., two; Samuel T. Armstrong, one; Samuel A. Eliot, three; Jonathan Chapman, three; Martin Brimmer, two. All these individuals, nine in number, are now living, with the exception of Mr. Phillips, and are receiving from their fellow citizens that respect due to those who

have fearlessly discharged their duties, and faithfully served their fellow men. Succeeding, in the responsible duties of the Mayoralty, to these distinguished individuals, I should do injustice to my feelings, did I not express my grateful sense of the high honor so unexpectedly conferred upon me, and also my deep conviction of the utter impossibility of discharging, acceptably, the numerous and complicated duties devolving upon me, without the cordial coöperation of my fellow citizens, and more especially of those with whom I shall be officially surrounded. With such aids, and a disposition on their part to pass lightly over imperfections, I can only say, that if integrity of purpose, concentration of effort, and devotion of time, will, in any measure, compensate for the experience and ability of my predecessors, nothing shall be wanting in my official capacity to render the City prosperous and

[NOTE. — Thomas A. Davis, the mayor chosen in February, 1845, died in office, November 22d, 1845. At a meeting of the Aldermen, Oct. 6th, 1845, the following letter was read, but the resignation was not accepted.

" LINDEN PLACE, BROOKLINE, Oct. 1, 1845.

BENSON LEAVITT, Esq.,

Chairman of the Board of Aldermen.

DEAR SIR:

I have been admonished of late by decreasing strength that but one alternative was left me for restoration to health. Since the hemorrhage from my lungs in May last I have labored under great debility in discharging the duties of the mayoralty, but believing that time and care would restore my strength, persevered in the hope that I might complete the term for which I was elected. But Providence has seen fit to order otherwise, and I find myself now, by great prostration of strength, quite unfit for service of any kind, either public or private. Under these circumstances it is a duty which I owe to the City as well as myself, to resign the office of Mayor. In doing so, allow me to express my grateful feelings to the members of the Board of Aldermen for their kind and cordial co-operation in the various important measures that have come up for action, and for the harmony which has characterized their doings. I would also express my gratitude to the officers of the City Government for their uniformly kind and courteous treatment and for the disposition they have manifested to render the duties of the office as light as possible. To the citizens generally, I am under many obligations for their candor and forbearance and for that courtesy and respect which I have invariably received from all with whom I have officially come in contact.

Very respectfully,

your Friend and Ob't S't.

THOMAS A. DAVIS."

At the meeting of Sept. 29th, "owing to the Mayor's indisposition," Benson Leavitt was chosen chairman *pro tempore*.

From Nov. 22d to Dec. 11th, when a convention of the City Council was held to choose a Mayor, Mr. Leavitt was the acting Mayor.

Dec. 1st a motion to go into convention failed in the Board, as Ald. Leavitt and three others refused; but on the 10th, six aldermen voted that it was expedient to proceed to an election. This was after the popular election of Dec. 8th when Josiah Quincy, Jr. (who had been President of the Common Council 1834, 5 and 6) was chosen by the people for the following year by a large majority. His election in convention Dec. 11th was for the remainder of Davis's term.

W. H. W.]

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,

JANUARY 5, 1846.



PRINTED BY ORDER OF THE COUNCIL.

BOSTON:

1846.

J. H. EASTBURN, CITY PRINTER.

CITY OF BOSTON.

In Common Council, January 5, 1846.

On motion of Mr. WHITING,

Ordered, That the President request of His Honor the Mayor, a copy of his Address delivered to the City Council, this day, that the same may be printed.

Attest,

W. P. GREGG, *Clerk C. C.*

A D D R E S S .

Gentlemen,

IN obedience to the requisition of the charter, which directs the Mayor, from time to time, to communicate to both branches of the City Council, all such information, and recommend all such measures as "may tend to the improvement of the finances, the police, health, security, cleanliness, comfort, and ornament of the City" — and, in accordance with the custom of my predecessors, I would invite your attention to the present wants and future prospects of the great corporation, over which the kindness of our fellow-citizens has called us to preside.

To the individual placed in my position, there is no event of the past year that calls more imperatively to the active performance of duty, than the fact that, for the first time since our organization, the chief magistrate of the City has been withdrawn by death. This is not a place to eulogize my predecessor. All allow that in his public relations, he, according to his oath of office, discharged every duty "to the best of his ability." While the tenor of his private life, and the calmness of its close, assured his friends of his preparation to be the citizen of a better country, even a heavenly. His illness and death have, in the opinion of counsel, caused some irregularities in the proceedings of the past year. If, on examination, you should be satisfied that this is the case, I should recommend an early application to the Legislature for such a remedial act as shall prevent any inconvenience arising, hereafter, to those who have had, or may hereafter have, business transactions with the City.

The year that has just closed, has been one of great individual prosperity, and the City has shared in the good fortune of its inhabitants. Neither famine nor pestilence has been permitted to visit our borders, and the losses by conflagration have been less than on many preceding years. In a great degree this is owing to the efficient state of the fire department, the members of which, by their zeal, activity, and good order, show that public spirit, more than the small compensation they receive, is their incitement to duty.

The crowded state of our narrow thoroughfares renders the increase of our City evident to the most casual observer. The difficulty is to provide a remedy for the inconvenience that necessarily results from their want of width. In the present state of the law, the expense attendant on widening the streets offers a serious obstacle to improvement. In other cities, part of the expense is borne by the individual, or by those in the neighborhood, whose estates are rendered more valuable. Here, it often happens, that the highest market price is paid for a strip of land, when the remainder is rendered far more valuable than the whole of it was before; and where, were he not certain that the City must pay for it, the owner would have been most happy to have given it for nothing, or would have been fully compensated by having his neighbors' estates placed upon the same line with his own.

At the last meeting of the Board of Aldermen, it was resolved, that it was expedient that application be made to the Legislature for a modification of the laws regulating the laying out of highways, so far as applies to this City, so that the estates in the neighborhood of improvements, that are directly benefitted, may be obliged to contribute towards the expense "a sum not exceeding two-thirds of the whole amount." Such an alteration in the law should not be made without great deliberation. If it should be passed, it would relieve the City from a large expense; it would insure the completion of

improvements that without it cannot be attempted ; and would, in a great majority of cases, promote the interests of the individuals who were effected by its operation, by giving an increased value to their estates.

In connection with this subject, I would invite your attention to a revision of the City Ordinances, particularly those relating to the Market and to the Police Departments. Since many of these were framed, the population has nearly trebled, and the mode of doing business with the country, owing to the establishment of railways, has entirely changed. The police regulations of a large City must differ from those of a small one. They should in no case restrain individual liberty, except where it is necessary for the greatest good, of the greatest number. But they should be clear and simple, the officer should have a single and defined duty, and be held strictly responsible for its performance. Believing, from the representation of those employed in their execution, that the ordinances, particularly those that relate to the removal of obstructions in the streets, and on the sidewalks, are uncertain and insufficient, I would recommend the subject to your earliest attention.

The erection of a new Jail has attracted the attention of successive City Councils, and several plans have been prepared by its Committees, which either did not meet the views of the government, or were not perfected in time to be carried into execution. There is, I believe, no doubt that a new jail is needed, and that it should be located on the City lands at South Boston. As it regards a plan, some difference of opinion has existed. As there is no subject that has received more attention, either in this country or Europe, than that of prison edifices ; and as we have men who have devoted themselves to the study, I would suggest the propriety of employing a commission, as was done in the case of water, to prepare the plans, leaving the execution of the one adopted to the appropriate Committees. As the removal of the jail will enable the

City to realize a large amount from the sale of the land it now occupies, I cannot doubt that the new building will be a model for imitation, and worthy at least of the other institutions of the City.

The other buildings at South Boston are at present sufficient, and well adapted to the purposes for which they are intended, with the exception of the Lunatic Asylum, which imperatively demands an immediate enlargement. About three-quarters of the inmates of the institution are State paupers. By the resolve of the last session, the sum allowed for the maintenance of the greatest part of them, is considerably less than the actual cost of their support. As the State upon being satisfied upon this fact, would undoubtedly increase the compensation, I should recommend that application be made for that purpose at the approaching session.

As to the introduction of water into the City, the time of deliberation is past. The time of action has come. A competent and disinterested commission has decided that Long Pond is the source from which this blessing is to be derived, and our fellow-citizens have conferred upon the present administration the honor of commencing this important work. As "he gives twice who gives quickly," I would urge an immediate application to the Legislature for the necessary powers, and I doubt not, when the power is granted it will be your endeavor, as it will be mine, to insure to every citizen the enjoyment of the blessing for the longest possible time, by introducing it at the earliest practicable moment.

The great expenditures that this will require renders an examination into the financial state of the City, a topic of peculiar interest. Owing to the wisdom of our predecessors, the City in this, and other respects, stands in a most enviable position.

We may consider it either in relation to the provisions for paying the interest, or providing for the principal.

The whole funded debt of the City amounts to	\$1,044,200
If to this be added the appropriation for widening Fleet street, - - - - -	41,000
<hr/>	
The total amount is - - - - -	1,085,200
The interest to be provided for is - - -	54,260
The rents of buildings, for which in part this debt was created, amount to - - - - -	53,889
Interest on bonds for land sold, 6 per cent. on 378,143, - - - - -	22,688
<hr/>	
	76,577
Making the income to exceed the interest -	22,297

The provisions for meeting the debt at maturity are equally satisfactory :

The whole amount of the debt is - - -	\$1,085,200 00
There is cash to the credit of the Committee on the Reduction of the City Debt -	120,894 68
Bonds and mortgages for lands sold - - - - -	378,143 79
<hr/>	
	499,038 47
<hr/>	
Leaving a balance of	\$586,161 53

The principal part of the debt falls due in 1854. In 1852, one item of the property for which the debt was created,—the City wharf, with the stores upon it, reverts to the City ; its estimated value is - - - - - \$600,000 00

or more than sufficient, if sold, to pay the balance.

In undertaking this great work we need have no anxiety concerning the present indebtedness of the City.

What are the means we have of meeting the new one we must incur :

The cost of introducing water in the largest quantity, is estimated by the Commissioners to be - - - - -	2,651,643
To say nothing of other property, or of the \$50,000 annually appropriated towards the reduction of the debt from the taxes, the City owns 3,000,000 feet of Neck lands, estimated by the Superintendent at 40 cents, -	1,200,000
1,500,000 feet marsh land, at 25 cents, - - - - -	375,000
1,000,000 at the bottom of the Common, at 1,50 - - - - -	1,500,000
27,000 feet occupied by City Stables, at least - - - - -	100,000
	<hr/> 3,175,000
Leaving a surplus, independent of the water rents, of - - - - -	523,357

It will be said that the introduction of water will cost more than the estimates. My own opinion is, that the increase of population and the value that will be given, by the supply of water to these lands, will more than provide for the difference, if any should occur.

With these views, I recommend the introduction of water in the most liberal manner, consistent with true economy.

Among the interests entrusted to the City Government, our system of free schools is the most valued and cherished. It is an institution dear to us as an inheritance from our fathers,

dear to us for the benefits it has conferred upon ourselves, dearer for the blessings it will bestow upon our children. In regard to other expenditures, the question has been, what can we afford — in regard to this, what does it need? Expending, as we do, more than two hundred thousand dollars annually in education, we ought, as far as the influences of our public schools are concerned to produce a race well educated, physically, intellectually, morally — a race amenable to the highest motives, and governed by the highest principles. The character of the pupil depends on the character of his instructor. If possible, the teacher should in every respect be the model for the child, and as we pay more liberally than in any other part of the country, and can command the services of the best, we ought to be certain that no private feeling, or personal motive, should influence the appointment of these sacred agents.

Both the School Committee and City Council of the last year recommend the appointment of a Superintendent of our Grammar Schools. Such an officer would see that the great amount of money we raise is wisely expended — that our new school houses combine all the modern improvements — would make himself minutely acquainted with the comparative merits of the schools, and see that any improvement made in one should be common to them all. Such an officer would aid all the teachers in aiming at a high standard, both in matters of instruction and of conduct, and check the tendency which tempts those who feel that they are in an honorable and lucrative station to relax the efforts by which it was obtained. Believing that the appointment of such an officer would be a benefit to the public, I would recommend the subject of obtaining the necessary power from the Legislature, to your early consideration.

We have thus, gentlemen, considered some of the duties that await us in the year upon which we have entered. But we cannot be faithful to the present, without casting our eyes towards the future. A few years ago, Boston had no facilities

for communicating with the interior. When the West and North began to develop their vast resources, and to become at once the consumers of our manufactures and the producers of our food, our easiest communication with them was through our sister cities. To them our manufactured articles went, to them our merchants resorted; our City was shut out from the advantages of the fertilizing tide that was flowing between the old world and the new, and we were almost stationary while other cities progressed. But the railroad has changed all this, and giving us a new facility for the transaction of our old business, has created and developed new and incalculable resources, and given, perhaps, a greater impulse to our City than to any other in the world. Five years ago, Boston had, comparatively, no back country; now, nine hundred miles of New England railroads centre here, and as many more, within New England, are in the process of construction. These render Boston emphatically her capital. And I know no prouder position for a City than to be the point that concentrates the energy and wealth of such a body of industrious, intelligent and virtuous freemen,—of Americans, natives of the soil, who promote her prosperity in peace as readily as their fathers defended her in war.

Considered in this light alone, the position of Boston is one of present power, with a certainty of rapid advancement. But her connections already stretch far beyond New England. She is on the high road between Europe and the West; and that vast country has become tributary to her increase. The car that leaves our City this morning, may deposit its merchandize in thirty-six hours, on the shores of Lake Erie, five hundred miles from the place of its departure—from thence inland seas, navigable for vessels of the largest class, stretch away for hundreds of miles along shores fertile for agriculture, or rich in minerals. Canals already connect these lakes with the valley of the Mississippi, and with the navigable waters of her and her tributaries, which, extending twenty thousand miles,

communicate with forty thousand miles of shores unrivalled in fertility. But more rapid modes of communication will this year be opened. The railroad from Cincinnati to Sandusky, built by the aid of the citizens of Boston, will bring the Ohio within a journey of three days, enabling the traveller to reach Boston from Cincinnati in twelve hours less time than he can Baltimore, although the latter place is three hundred miles the nearest.

But these are but a small part of the railways, that are to increase the prosperity of Boston. There are already in process of construction, roads stretching towards Montreal, Burlington, Ogdensburgh—roads branching from Albany will reach Kingston, and extend thence through Canada West, others running from Buffalo to Detroit, on both sides of Lake Erie, will ere long reach the upper sources of the Mississippi—and the child is now born that will see them terminate at the Pacific. The time may come, when the expectation that led Columbus to seek a passage to India from Europe, by proceeding West, will be realized, and when the direct communication between those points may pass through Boston.

Such facilities of intercourse, joined to the character and wealth of our population, render the progress of the City a matter of certainty. Occupying the nearest point to Europe, and connected with the North, the West, and the South, by thousands of miles of internal communication, her increase will surpass the most sanguine anticipations of her friends.

If such are the prospects of our City, how great is the responsibility of those who from time to time are invested with the power of improving and preparing it for the multitudes by whom it will be occupied. We regret that our fathers did not anticipate its progress, and lay out thoroughfares and squares that are even now called for by the necessities of the inhabitants. Let us remember that we are the fathers of the generations that will succeed, and that we have not the apology of being ignorant of the probable destiny of our City. The effects

of a wise and liberal policy will not be confined to our own limits. Boston "is a City set upon a hill that cannot be hid." Go where you will throughout this continent, and you find natives of New England. And you find them among the most active and influential members of their respective communities. These turn towards the capital of their native section, as to a place whose wealth, whose age, and the character of whose citizens, entitle it to the honor and impose on it the duty of setting an example to its younger sisters.

Let us then, gentlemen, enter upon the several duties of our stations, with the determination to advance the present and future interests of the City of Boston, by providing the highest standards in intellectual, moral and religious training, for her citizens and their children, and by promoting every thing, that may tend to the physical convenience and comfort of her inhabitants. So shall we contribute to render her delightful for a temporary, and eligible for a permanent abode, and do our part in handing down the blessings we have received to those who shall come after; and, whatever be the temporary popularity or unpopularity of our measures, have the consolation of having faithfully endeavored to promote the permanent good of the City, and feel in this consciousness a satisfaction in comparison with which earthly applause is as but the dust of the

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,

JANUARY 4, 1847.



PRINTED BY ORDER OF THE COUNCIL

BOSTON:
1847.

J. H. EASTBURN, CITY PRINTER.

CITY OF BOSTON.

In Common Council, January 4, 1847.

On motion of Mr. CUSHING,

Ordered, That the President request of His Honor the Mayor, a copy of his Address delivered to the City Council, this day, that the same may be printed.

Attest,

W. P. GREGG, *Clerk C. C.*

ADDRESS.

Gentlemen of the City Council:

THERE has perhaps never been a period in our Municipal History, when the duty imposed by the charter upon the Mayor, "of communicating to both branches of the City Council all such information, and recommending all such measures, as may tend to the improvement of the finances, the police, health, security, cleanliness, comfort and ornament of the City," was more imperative than at present.

Within a few years, our City has grown from a small to a large one, and the prognostics of its future progress are written in characters that cannot be misunderstood. It is probable that for years to come our population will increase in as great a ratio, as it has for years that are past; and plans now devised, or improvements commenced, will have a great and permanent effect on its character and prosperity.

The present year will be distinguished from all others by the commencement within our limits of the works for the introduction of water into the City, and from the necessary breaking up of the streets, which may render it expedient to make expenditures at this time, which under other circumstances, might be postponed.

The progress made towards the introduction of water, is a subject of so great interest, that I shall make no apology for entering into details.

The Water Commissioners were appointed on the 5th of May. To ensure a rapid prosecution of the work, they divided it into two portions; the one, from the lake to the receiving

reservoir in Brookline; the other, introducing the water from that reservoir to the City.

Each section was placed under the superintendence of a chief engineer. And to guard against mistakes in the plan of the work, the services of a consulting engineer, from a neighboring State, of high reputation and great experience, were secured.

Ground was broken in the presence of the City Council, on the twentieth of August, and since that time more than 100,000 cubic yards of earth have been removed on the first division; and it is anticipated that one half of this line will be ready for the masonry by the middle of April; and the other half, with the exception of the tunnels, before the close of the summer. These tunnels, 3450 feet in length, are now in successful progress, the laborers being engaged upon them day and night, without cessation.

In this tunneling a successful experiment has been made, in the substitution of gun cotton for powder, with the great advantage of obtaining the same effect without retarding the operations by volumes of smoke, after the discharge of every subterranean battery.

On the second division, a like attention has been bestowed. An accurate survey has been made of the whole City, — of its various streets, and of the positions occupied by the sewers, gas-pipes and aqueduct. Five thousand tons of iron pipe have been engaged to be delivered early in the spring. Contracts have been entered into for the construction of a reservoir to contain 2,000,000 gallons of water, at a height of twenty-two feet above the highest point of Mount Vernon Street, to be completed by the first day of August, 1848.

The water will be taken in two large mains of 30 inches in diameter, from the reservoir in Brookline. One of these will be carried under the Tremont road directly to Beacon Hill without being tapped by the way. The other will be laid by its side to the entrance of the City, where it will be reduced to

24 inches, giving off mains in all directions until at Bowdoin Square. The series will be connected with a main of 30 inches, from the reservoir on Beacon Hill. The lateral supplies are made by tapping these mains with 12 inch, and those again with smaller pipes. By this means an abundant supply will reach every part of the City. The Beacon Hill reservoir being the main reliance of the more elevated and northern section, while the southern will be supplied directly from that in Brookline.

The Commissioners are of opinion, that water will be introduced for a sum not exceeding the estimates, and probably by the 20th of August, 1848 — certainly before the close of that year.

Monthly reports are made of the contracts, expenditures, and progress of the work to the Committee of the City Council, who, I believe, are unanimously of opinion that the enterprise has thus far been conducted with the greatest energy, skill and good judgment.

The introduction of water naturally leads to the consideration of the subject on which the charter first requires me to speak.

The City Debt on the first day of January,

amounted to, \$1,033,766 66

The means of payment are:

Cash to the credit of Committee for the

Reduction of the City Debt, . 254,530 20

Bonds bearing interest, . . 493,824 80

City wharf estimated at, . 600,000 00

\$1,348,354 00

The annual interest on the debt, . . . 53,293 33

Income arising from rent and interest, . . 80,115 00

The present debt of the City is thus amply provided for, both as to principal and interest, and nothing remains but the management of the Water Loan.

The Water Act authorized the City to negotiate a loan or loans, amounting to 3,000,000 of dollars, payable at any time within 40 years from the date of the scrip. The negotiation of so large a loan, in the best possible manner, was a subject of difficulty and importance. Many were of opinion, that on such undoubted security, money could be obtained in Europe at a low rate of interest. So strong was this feeling that the Committee of Finance felt bound to endeavor to procure it there, and accordingly availed themselves of the services of William Rollins, Esq., whose mercantile knowledge and business connections with several of the great banking houses on the continent, eminently fitted him for the duty. He was authorized to conclude a negotiation, provided it could be done at the rate of 4 per cent. per annum; and if that were impracticable, to obtain the opinion of bankers there, as to the terms on which it could be effected. He spent the summer in Europe, and applied to the principal banking houses in Amsterdam, Paris, and in London, but without success. From the documents he produced, there could be no doubt of the security, to any one who would take the trouble to inquire; but the bankers in Europe wished a stock that all acknowledged without inquiry to be good, and they feared that an American stock would not be sought for in the market. This and the great demand for money wanted for the construction of Railways, and the opportunities of loaning on their bonds, absorbed the money that at other times would have been seeking this species of investment.

The result was, that the money could not be obtained at a lower rate there, than it can here, and *then* only on a long loan. This the Committee considered in many respects objectionable.

The City owns lands (which, as stated in my last annual address,) at a moderate price, are sufficient to pay the whole expense of the introduction of water. These lands lie in the same relation to this City, with the exception that our lands

have a flourishing City beyond them, that the upper part of Broadway does to the City of New York. A few years ago, that part of the City was almost uninhabited. But the increase of the population, the demand of the lower part for the purposes of business, and the facilities granted by the lines of omnibuses, have carried the wealth and fashion to the extreme west. The same operation is going on here. Dwelling houses are giving way to stores; the inhabitants are compelled to remove; and this is the most natural and eligible place for them to resort to, and during the past year, several houses, second for cost and magnificence to none in the City, have been erected on lands recently sold by the City.

With these resources, it becomes very important to fix the time of the payment of the money, we shall borrow in such a manner as to enable us to pay the debt, as fast as we sell our property; and it would be better to pay even a higher rate of interest for a shorter period, than to take a loan that could not be repaid until long after the time when the scrip became due. During the last 3 years, the average sale of public lands has amounted to \$300,000, and I know not why they should decrease. During the last 20 years, our population has nearly doubled. The new facilities that are centering here the business of New England, and giving us a large share of that of the West, render it probable, that it will be equally great for the next 20, which would give us in 1867, a population of 230,000.

If these lands are furnished with water, gas, &c., it does not appear to me improbable that within that time they may all be sold, paying our debt, and increasing, by millions, the taxable property of the City.

Under these circumstances, I should make the Water Loan payable at the rate of 200,000 dollars a year; the first to fall due in 5 years from the present time, at a rate of interest not exceeding 5 per cent., which I should not sell below par.

It might be difficult at the present moment, while the

United States are competitors in the money market, to negotiate the whole loan at that rate. As our expenditures, however, will be extended over two years, we shall probably receive the money as we want it. If we should not, it would be better to make short loans, at a higher rate of interest, and await the change that in the financial world always occurs, for negotiating the whole.

The great object now is, to introduce water at the earliest possible moment, and to pay off our debts at the earliest practicable time. The former can be effected in two, and the latter within twenty years, if the public property is wisely managed; and this naturally leads me to speak of the City Lands.

These lands should, in the first place, be prepared for sale. This, to men of business, appears to be a self-evident proposition, but owing to a natural unwillingness to increase the expenditures, it has been too much the custom to sell land before the streets were graded. The result was, that the expenditures subsequently made by the City, enhanced the value of the land far above the cost of improvement, and the difference was lost by the City.

The lands east of Washington Street, will require a large amount of filling, and true economy requires that the necessary outlay should at once be made. The Council last year purchased, with this view, a farm, at Dedham, bounding on the Providence Railroad, which by furnishing the materials for doing this work, will save a very great amount to the City. The mode of effecting this, will be submitted to your Committees, and I recommend that a sufficient appropriation should at once be made to carry out and complete this great improvement.

In disposing of the lands, I would recommend that they should be sold at reasonable prices, to all who desire to build, and in other cases sales should be made only in such portions as will enhance the value of the remainder. Selling choice lots to speculators, who intend merely to hold them for a rise, has

a tendency to interfere with the City sales and the rapid settlement of this property.

The necessity of opening the streets for water pipes, leads me to speak of another of the great expenditures of the City.

The number of oil lamps in the City is 1317; number of gas lamps in the City is 496. The oil is purchased by the Committee on Lamps, who always advertise for proposals. The gas is furnished at one cent an hour, for each lamp, it consuming $2\frac{1}{2}$ feet.

In Philadelphia and many of the cities in Europe, the city itself owns the works and furnishes both its own gas and supplies the citizens. The gas works in this City have been conducted in a manner entirely satisfactory to the public: and their agreement to submit their books to examination, and receive only a certain per centage of profit on their outlay, does away, in a great degree, the objections to their holding a monopoly of this essential convenience. Yet there are reasons that render it advisable, both on grounds of economy, and as preventing any corporation from having the power of breaking up the streets, that the City should own gas works. As during the present year all our streets will be taken up for water pipes, it appears to me that if it is ever expedient for the City to undertake this business, it should be acted upon at the present time, and I would recommend that a Commissioner be appointed to investigate the subject, and to make a report that may be the basis for the action of the Council.

The subject of the police, at the present time, is one of paramount importance. In addition to the increase of vice, which progresses, at least, in the same ratio with the population, railroads give a facility to the vicious and criminal, who can find no shelter in the country, to resort to a crowd, where they can indulge without observation. Public and private good requires that vice, where it exists, should be checked and kept under control, and that the paths that lead to destruction should be closed against the entrance of the innocent, as far as

it can possibly be done. This requires an efficient police. Our appropriation for this purpose is small, when compared with our sister cities. In New York, with a population of 350,000, the appropriation for police amounts to 479,000 dollars. While our appropriation, with a population of 120,000, is only \$64,000, of which \$14,000 is for day and \$50,000 for the night police or watchmen.

As this subject will be brought before you, on the report of the Committee on the revision of the City Ordinances, I will not take up your time with discussing it at present. But I cannot forbear reminding you that the efficiency of any system must depend on the men who execute it — and the police officer who, from necessity is obliged to descend into the haunts of vice, should possess a high character. To secure such men an adequate compensation must be paid.

This particularly applies to whoever is placed at the head of that department. To perform its duties well, the head of the police should unite a strong intellect, the power of influencing and directing men, and great physical and moral courage. In addition to this, his labors are more varied and arduous than almost any officer of the government. And if he does his duty he must expose himself to popular odium. In my opinion the salary should be increased, in such proportion as you, after a full examination of the subject, shall deem to be expedient.

Among the great expenditures of the City, there is none that in amount exceeds the appropriations for widening streets. Since the 30th of April, there has been paid on this account, the sum of \$148,209. And it is hardly an exaggeration to say that the value of the property of abutters on these streets, who have received the greater part of this amount, has been increased in addition more than the whole expenditure.

In many cities, a charge of this nature is unknown. It is assumed, that such improvements are for the benefit of the abutters and the neighboring estates, and the whole amount is assessed upon them. This is going perhaps too far, but it

does appear to me, that they should pay some portion of the cost. A bill for this purpose, petitioned for by the last Council, was lost in the House; and I would recommend that an application should be again made for a law of that nature.

The crowded state of our narrow streets, renders, in my opinion, some further legislation necessary on the subject of omnibuses running to the neighboring cities, which shall give to the City authorities power to regulate them, as to stands and routes, and perhaps, as to fares. And I should recommend that application should be made to the Legislature, for a law on this subject.

Another subject which demands your attention, is the burial of the dead in the City. There are reasons connected both with health, and the natural feelings of man, that have caused almost all large cities to forbid interments within their limits, except under particular circumstances. In our own, no burials are made in graves.

There are in the City, including one at South Boston, not used, nine burial places, containing 933 tombs. There are six churches with cemeteries below them, containing 279 tombs—making in all 1212 tombs.

As it respects the tombs owned by families, I would suggest the propriety of preventing any bodies being deposited in them excepting members of the family, and of fixing a time, after which no interment whatever should be made.

As to the tombs belonging to undertakers and others, where bodies are deposited on the payment of a fee, and where it has been the practice after a few years, to remove the remains to make way for others, and thus render them a source of constant income—I recommend that it be ordained that these and all tombs, when once filled shall be closed forever. This is due to the health and feelings of the living, and to the respect due to the dead.

This may in time render it necessary to provide burial places

out of the City, which by charging a small fee for the rights of sepulchre, could be done without expense to the City, and would at least enable the poor man, when he died, to feel that his dust was to rest in a quiet grave.

Another of the great expenditures of the City, is for sewers. They are constructed by the day, under the superintendence of the head of this department, who purchases the materials, and is accountable for the work. During the past five years, there have been constructed 34,115 feet of drain, at a cost of \$52,-80 26. Of this there has been charged to the account of sewers and drains, \$46,251 81; to public lands, \$5,928 45; and of this there has been expended during the past two years more than \$28,500.

The City now own more than 20 miles of common sewer. By the laws of the Commonwealth, one fourth part of the cost of constructing and repairing these is assumed by the City; the remainder assessed on the estates benefitted.

If during this year, the Council should direct the streets on the neck lands to be graded, I recommend that common sewers — water and gas pipes should be previously laid down. It would be found, I believe, a true economy as it regards expenditure, and tend more than anything else to the rapid sale and improvement of that property.

In this connection, I would call your attention to the fact, that more than 2,000 tenements deposit the contents of their sewers in the back bay. This bay, consisting principally of stagnant water, is of itself almost a nuisance, and it cannot be long before the health of the City will demand the expenditure of a large sum to construct a drain from Roxbury line to the Milldam, sufficient for the discharge of all these sewers; and for this expenditure, no return can be made by abutters.

There may, perhaps, be one alternative. In several of the cities of Europe, attempts have been successfully made to collect the contents of sewers, for agricultural purposes. This experiment has been made, on a small scale, during the past

year, in the Public Garden, and from the result, I cannot but believe that the contents of these sewers might be converted into valuable manure, which would more than reimburse the whole cost of its collection, and which might be removed without giving the slightest offence to the inhabitants. As in such a case, the great expenditure for the sewer I have mentioned, would be saved, I recommend that a Committee be charged with trying the experiment on a satisfactory scale.

The difficulty of fixing on a suitable site, has caused the erection of a new jail to be postponed. The general opinion seems to be, that it should be placed with the other City buildings, at South Boston; and this, notwithstanding the distance from the Courts of Justice, is in my opinion the most eligible site that can be selected.

All the City buildings, with the exception of the House of Reformation for Juvenile Offenders, front upon First Street. South of First Street, there are, belonging to the City, including lands recently purchased of Mr. Homer, and exclusive of streets, 1,633,718 feet of land—and to the north of First Street, land and wharves, 1,080,000. If the flats were reclaimed to the extent of 100 rods, there would be, in addition, 2,650,000 feet of land, which would be ample, both for the Jail and for the additions that must be made to the House of Industry, during the present year, and in all time to come.

The land to the south of First Street could be sold, which, reimbursing the expense of the new lands, would have a tendency to cause the population, that driven from the City, now seeks the neighboring towns, to remain within our limits. Enclosing so large a space within high palisades, and devoting it to a place of confinement, has had, it is thought, a tendency to prevent settlements at South Boston, which its vicinity to the City proper and the beauty of the situation would seem to induce.

The filling up of so large an amount of flats would require an expenditure which I could not recommend at the present

time. But it seems to me to be wise to decide upon a prospective plan, for the enlargement of the Institutions at South Boston, which the increase of the city will require, before erecting the jail, if it is to be placed any where within those limits.

There is one other subject, upon which, more than any other, the prosperity of the City depends, to which I would call your attention. When we speak of the causes of our prosperity, and of the increase of the value of real estate, we attribute it to the facilities of communication with the interior — but what would these avail, if a narrow passage, but a few hundred yards wide, between George's and the Great Brewster, should be closed? The importance of our Harbor, both to the City and to the Nation, can hardly be overrated — and yet there is danger that from want of attention it may be greatly injured. An appropriation of \$40,000 has several times been made for this purpose, by one or the other branch of the General Government, but owing to circumstances, has failed.

Composed of gravel, these Islands are exposed to the swell of the ocean, and their natural tendency to wash into the channel is increased, by the custom of taking ballast from them, which by breaking up the surface increases the power of the waves. As a large income is derived from the sale of ballast, it is not to be expected that the practice should be discontinued by the owner without an equivalent. The refusal of the Great Brewster has been given for \$4000, and I recommend that an appropriation should be made of that sum for its purchase, to be held by the City until the United States is ready to take it, and erect the works upon it, that are essential for the preservation of their own and the City's property.

In this connection, I would again call your attention to the inner harbor, and the flats near Fort Point Channel. If the Commissioners appointed by the Legislature should decide that these flats can be reclaimed without detriment to the harbor, it appears to me that the property in, and the control over, them,

should be placed in the City, subject to the legal and equitable rights of individuals. The City Council, last year, applied for a grant of them, and I recommend that a similar application should be made the present year.

Another of the great and increasing expenditures of the City, is that of paving. It appears by the surveys recently made for the Water Works, that there are in the City proper over sixty-two miles of streets, most of which are paved. The cost of this department, for 1846, will amount to \$90,000, which, subject to the Committee on Paving, is principally expended under the direction of the Superintendent of Streets, whose other duties, connected with keeping the streets clean, and with the internal health department, require almost all his time; and it is well worthy of your inquiry, whether economy might not be promoted by a division of this office, or by giving a portion of his duties either to a regular engineer, or an approved assistant.

There are other departments of the City, to which I have not time to call your particular attention.

The Schools have, during the year, been in a satisfactory and advancing condition. The attention that has been called to them, and the differences that have existed as to the best mode of conducting them, have led to a renewed attention on the part of the masters and the pupils; and I believe this object of the deepest interest to our community, was never in a more prosperous state than at present, and I doubt not under the attention now devoted to this subject, they will progress until they attain to the highest degree of perfection.

As to the Fire Department, no more need be said as it respects their labors and efficiency, than that with 273 alarms, and 147 fires, the total loss by fire, in the City, during the past year, has only been \$175,114, of which \$108,725 was covered by insurance.

The compensation of the Firemen has been increased during the year, and I think wisely. They are constantly liable to

exposure, to danger, and to a great wear and tear of clothing ; and they should feel that the citizens who owe so much to their efficiency, are ready to make a suitable compensation for their services. No complaints, except of trivial nature, have been made against any of the members during the year, and I know of no suggestions I can make to improve the department.

The last topic suggested by the Charter, that of ornamenting the City, is not unimportant. This end will be promoted by the great work we have in progress, which will give us an opportunity to embellish our squares and public grounds with fountains, those most beautiful emblems of health and purity. We have also an inestimable treasure in the Common, and the lands adjacent. In monarchies, such pieces of ground are procured and ornamented at a great expense, for the benefit of the people ; and why should we be behind them in a republic ? If any one, among the obligations we owe to that portion of the community, whose occupations, or whose necessities confine them, during the whole year, to a City life, is more imperative than another, it is to provide them with the means of obtaining some share in the glorious and beautiful aspects of nature, with which a beneficent Creator designs to minister to the physical and mental well being of his children.

Arrangements have been entered into to permit the Public Garden to be open (except on holidays, when a small fee will be required, for payment of expenses,) free to all.

Having the ground provided, it is in our power, at a very moderate expense, to enable our fellow-citizens to come from the crowded and dusty streets in summer, to gardens beautified with flowers, shaded with trees, and sparkling with fountains. What an effect will be produced by such scenes on the moral feelings of all, particularly of the young, who never lose their affinity to nature. How much evil impulse may be stifled, and how much good developed, by familiarity with sources of pleasure, so pure and congenial to their age.

Neither would I confine the liberality of the City to this

spot. Wherever the citizens are willing to contribute for opening, or ornamenting the squares in their neighborhood, I should recommend that assistance should be granted, on the ground, that every thing that renders the people better and happier, strengthens the foundations of our free institutions.

I have thus, Gentlemen, addressed you on the various subjects suggested by the Charter, and would in conclusion congratulate you on the situation and prospects of the City. Its physical prosperity is based on the industry, thrift and enterprise of the people ; its intellectual standing on its schools, libraries, literary associations and lectureships ; and its moral and religious position on the faith and institutions of the Gospel. With the blessing of heaven on such foundations we may securely rest, and anticipate that for years to come, as for years that are past, it will be the abode of wealth, intellect and virtue, and that our free institutions will remain the inheritance of our children, to the end of time.

ADDRESS
OF
THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,

JANUARY 3, 1848.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:

1848.

JOHN H. EASTBURN.....CITY PRINTER.

CITY OF BOSTON.

In Common Council, January 2, 1848.

Ordered, That the President request of His Honor the Mayor, a copy of the Address delivered by him this day to the City Council, that the same may be printed.

Attest,

W. P. GREGG, Clerk C. C.

MAYOR'S ADDRESS.

Gentlemen of the City Council:

WE have been chosen by the free suffrages of our fellow citizens to manage the affairs of a great metropolis. This position is at all times one of vast responsibility, but in the present state of this City it is peculiarly important. For nearly two hundred years this peninsula was the centre of a small population, with little or no internal communication, and distinguished chiefly for the patriotism, the energy, and the love of liberty of its inhabitants.

But Railroads have changed the character and destiny of Boston — our narrow streets are thronged with a population that was never anticipated, and our marts with men of all nations and languages.

The population of Boston is supposed to be 120,000, but in estimating our numbers in order to provide the facilities for business, it is but just to add those persons who daily resort to our City, who spend here most of their waking hours, and occupy our streets and warehouses in the same way that they would do if, as in other cities, their families resided within our territorial limits. In this view, adding to those resident here, those and their families who come daily from our three sister adjoining cities by various conveyances, and from greater distances by Railroad, I think that we may say, that, during business hours, Boston represents a population of from two to three hundred thousand souls, and this is daily increasing.

Placed at such a time in the direction of such a City, we should strive to appreciate our position — and remember that

we are acting not only for those who are now here, but for those who for centuries to come will dwell in the pleasant City of our fathers.

On inquiring what are our duties, the first in importance is to provide for the moral and intellectual advancement of the people. The education of every child has been provided for, by those who have gone before us, to an extent almost unexampled. The expenditure for schools, exclusive of school-houses, amounts this year to one hundred and ninety-one thousand dollars. This sum is placed, in a great degree, in the hands of the School Committee; and I most cheerfully testify to the zeal and fidelity with which they discharge their arduous duties. The individual schools are well directed by the respective sub-committees. But it does appear to me that there should be a more general superintendence of the system, as a whole, than can be given by individuals in the short time they can snatch from their daily pursuits. I therefore recommend to your consideration, the expediency of applying again to the Legislature for the power of appointing a Superintendent of Public Schools, to act with, and as the organ of, the School Committee.

I would also, at the request of the School Committee of the last year, call your attention to the expediency of providing means for enabling our several schools to take advantage of the State provision for the establishment of school libraries, for the use of the young, and also to the reference of the last City Council, as to the advisability of asking the Legislature for power of aiding public spirited citizens in the formation of a library, under as few restrictions as is consistent with the preservation of the property.

Universal education, both of the moral and intellectual nature, being the only solid basis on which our institutions can rest, I hold that the State has a right to compel parents to take advantage of the means of educating their children. If it can punish them for crime, it surely should have the power of

preventing them from committing it, by giving them the habits and the education that are the surest safeguards. There are, daily, hundreds of children of both sexes, who are kept from school to support their parents, often in idleness and drunkenness, by pilfering about our wharves, or any other profitable form of vice, and who are regularly educated for the brothel and the dram shop, for the poor-house and the jail. Their position calls loudly for public and individual exertion, and I recommend that application be made to the Legislature for such power as shall enable the City to be in *loco parentis* to such children, and that some asylum be provided, where such as are morally too weak to be at large, may receive the peculiar training that their habits and associations may make necessary.

This naturally leads me to speak of the police, the public safeguard against the consequences of neglected youth.

Boston is no longer a small City. Its intercourse with Europe, and with the cities on this Continent, makes it the resort of felons of the most consummate skill and adroitness. To protect the community, an efficient police is required. Our system comprehends —

1st. Constables, whose duties are principally with the Courts, in serving civil processes.

2d. The watch, consisting of 180 men, under a captain, who patrol the City by night, one half at this season being on duty from 7 to 12, and the other from 12 to an hour before sunrise.

3d. The Police. This department consists of 24 day and 10 night policemen; under the direction of the City Marshal. At the commencement of the year a police office was established in the City Hall, where officers paid by the City are in attendance at all hours of the day and night, to assist or protect the citizens. The day police receive two dollars a day, —are on duty twelve hours, and are not permitted to receive witness fees, which are paid into the City Treasury. No per-

on connected with the department is allowed to receive any gratuity or reward, for services rendered, and the violation of his rule is considered a sufficient reason for the discharge of any member.

During the year, the City Marshal has received 330 dollars to pay for the recovery of, or for information that led to the recovery of, lost or stolen property. In every case, except one, (when the amount was only \$5,) he was made the special agent of the parties interested; and after a careful examination of each case, I feel it my duty to him to state that I am satisfied that all the money was used for the purpose intended, and never used until all other means in the power of the police to recover the property had failed.

The whole amount of property reported at the police office as lost or stolen during the last nine months, amounted to.....\$49,110

The amount recovered and restored..... 35,430

The efficiency of the police has, I believe, given satisfaction to the public. The theatres and public conveyances have received particular attention. In the former, the police are employed and paid by the City, and the proprietors pay an equivalent for their licenses. This gives the City a control which has enabled it to abolish the open resorts of intemperance and profligacy with which the theatres were formerly disgraced.

The public conveyances have, during the past year, been licensed and numbered, the larger proprietors of this species of property assenting to an arrangement, which, by making the drivers known and responsible, and excluding those of infamous character, has given great respectability to the employment, and security and convenience to the citizens.

The police is, in my opinion, in a satisfactory state. I think, however, from my own experience and the best information I can obtain from other cities, it would be more efficient if the whole police and watch departments were placed under

one head, and I recommend that such alteration be made in the law as may be necessary for this purpose.

In this connection, I would call your attention to the state of the Courts. The business of the Police Court has increased from 1855 cases in 1830, to 4219 in 1847; and the number of cases in the Municipal Court, from 580 in 1842 to 1295 the last year. With the present number of judges, this Court can rarely be held for more than two weeks in a month, and as I am convinced that no efficiency on the part of the police can put a stop to the great source of poverty and crime among us, without a longer term in this County, I recommend that an application be made to the Legislature for an additional Judge of the Court of Common Pleas, or such a system of Courts as may give one to the County of Suffolk for the whole of the time, if needed.

In connection with this department I would call your attention to the state of the Jail. A new one is evidently wanted. It should be, if possible, more in the vicinity of the Courts, but at all events should contain the improvements that modern science and humanity have devised for the reformation of the guilty and the comfort of those who are detained before their guilt is proved.

The Fire Department is efficient and well disciplined, and, as I have had no complaints made to me for many months, is in a state, I believe, satisfactory to the citizens at large. During the year the total loss of property has been \$156,055, of which \$82,000 was covered by insurance. The department consists, including officers, of 713 members, who have charge of 18 engines. The character of those composing the department is of great importance to the order and security of the City, and all proper means should be adopted to induce the best men to enter the Department. The great objection to the service is the frequency of false alarms. Of 274 alarms during the past year, 120 were false. At 52 of the 154 no engine played, at only 11 were the services of the whole department

required. If on repairing to the engine house the members could have known what they discovered after toiling through the streets, it would have saved their time, their clothes, and the wear and tear of the engines. Can such information be given?

Until the discovery of the magnetic telegraph it would have been supposed to be impossible; but from statements and estimates furnished by F. O. J. Smith, Esq., the Superintendent of the Telegraph, it appears that it may be effected at a very trifling expense. He says, "it would be feasible to connect the whole number of engine houses, so as to enable any person who could count ten, to signalize every other engine house in the City at the same moment, and inform them in what district the fire was." It would also enable the Chief Engineer to order such engines as were necessary to repair to the spot, or to dismiss the companies whose services were not needed. The apparatus can be attached to bells of any size, and give the alarm if required to the whole City. If this statement is correct, and the plan had been in operation during the past year, there may have been companies called out 274 times, when they were only needed eleven.

Mr. Smith's estimate of the cost is as follows :

13 miles of structure complete, \$250 per mile,	\$3250
Instruments for 15 stations,	750
Apparatus for three large alarm bells, at \$100 each,	300
Total,	<u>\$4300</u>

His estimate of the annual expense is as follows :

Interest on structure,	\$258
Repairs,	200
Battery keeper, rent, &c.,	1000
	<u>\$1458</u>

To this sum must be added what should be paid for the use of the patent.

If this system of communication can be perfected, there may be an important incidental advantage, should the Police at any

time need a sudden reinforcement to protect the lives and property of the citizens. Let it be known that literally by the tap of a finger 700 such men as constitute the fire department can at any time, by day or by night, be summoned to enforce the law, and the knowledge of the existence of such a power would probably prevent its ever being called into use, and if not used, it would be of no expense whatever to the City.

With these views I recommend the subject to your consideration.

During the past year a contract has been made for the grading of the public lands at the South End by material taken from the gravel farm at Dedham. The state of the times, and a desire on the part of the Committee to have the lands properly prepared before bringing them into market, have prevented any extensive sales being made. The vacancy of a Superintendent of Public Lands has not been filled, and I would recommend to the Council the appointment of a skilful Engineer to act in this matter, and in others connected with grading and laying out streets and paving. The amount expended by the City for this species of service during the year ending May 1, 1847, was a sum sufficient to procure the entire time of a competent officer to take charge of all business of this nature.

The public lands are sold by the Committee, and I consider it my duty to them to state, that no member of the Committee has ever, to my knowledge, been directly or indirectly concerned in the purchase or sale of any City property on his own account, except where it was freely offered at public auction, for the competition of all the citizens.

The finances of the City are in a satisfactory position.

The whole permanent debt, as appears by the Auditor's

Report, on the 1st of May, 1847, is,	\$1,025,266 66
There has been paid off since the 1st of May, as it became due,	89,550 00

To this is to be added loans since the 1st of May :

For Widening Streets, payable within three years, . . .	70,490 00
Loan to pay for South Boston Heights, purchased by the City Council, to be kept open forever, payable in 1848 and 1849,	106,700 00
	<hr/>
	\$1,112,906 66

The means of payment are as follows :

Bonds and Mortgages, on interest, . . .	\$373,229 27	
Amount in Sinking Fund to the credit of the Committee on the Reduction of City Debt,	111,073 25	
Annual appropriation from Taxes, . . .	50,000 00	
City Wharf,	600,000 00	
	<hr/>	\$1,134,302 52
Surplus in favor of the City,	21,395 86	
The interest on this debt amounts to	52,000 00	
To meet this, the City has rents,	55,000 00	
Interest on Bonds and Mortgages,	22,000 00	
	<hr/>	77,000 00
	<hr/>	
Leaving a surplus of		\$25,000 00

The Water Loan consisted on the 31st of December of two parts :

The permanent loan due equally in 1857, 1858, 1859,

1860, 1861,	\$1,000,000 00
Temporary loans payable within a year,	421,941 00
The whole of this debt will probably amount to	3,000,000 00

To meet this, the City has the Aqueduct itself, and about 6,000,000 feet of land for sale, in the City proper and South Boston, which will, without a doubt, pay the whole of the debt as it falls due.

During the year, a large loan has been effected. After in vain endeavoring to obtain the money in Europe, the Committee on Finance, on the 30th of April, proposed for a loan of a million of dollars, in the way universally adopted both in Europe and the United States — by advertising for sealed pro-

posals. These were to be handed in to the Treasurer before 12 o'clock, on the 8th of July. In order to induce, as far as possible, investors to purchase directly and at retail prices from the City, the Committee offered to receive bids for five hundred dollars and upwards, and made the terms of payment such as would meet the convenience of the smallest capitalist. The advertisement was inserted in the seven daily papers that print for the City, from the 30th of April to the 8th of July; and a circular, signed by the Mayor, stating the advantages and security of the loan, and accompanied by a copy of the proposals, was forwarded by the steamer of the 1st of May, to the principal bankers in Europe, and sent to all the banks, saving institutions, and insurance companies throughout New England, to the brokers and principal capitalists in Philadelphia, New York, and Boston, and public attention called to the loan by every means the Committee could devise. On or before the 8th of July, at 12 o'clock, a number of proposals was received by the Treasurer, which were opened for the first time in the presence of the whole Committee, and the stock apportioned, according to the advertisement, to the highest bidders.

This statement, taken from the report made at the time by the Committee, proves that the competition was full and open to all the world, and conducted in such a manner, as rendered it *impossible* for any bidder to take an advantage of his competitors or of the City, or to obtain the stock, except he gave more for it than any body else offered.

Owing to the pressure in the money market, both in this country and in Europe, the Committee have decided to make temporary loans at 6 per cent., for the immediate wants of the Commissioners. There is, however, no actual loss to the City, as the fall in the price of iron and other materials will more than counterbalance the difference of interest.

In connexion with the subject of finance, I would call your attention to the mode and time of assessing taxes. Our fellow citizens, in general, are willing to pay their just proportion of

the public expenses ; but great complaints are made of the inequality of taxation. But few of the returns authorized by law are furnished, and it is impossible for the Assessors to estimate either the positive or comparative wealth of men engaged in active business. The subject is fraught with difficulty.

There is, however, one evil that may be remedied. The time of assessing taxes is the first of May, and some of our wealthier citizens, from their interest in agriculture, or other reasons, find it convenient to leave the City in the month of April. As most of them have acquired their wealth in the City, and all of them have used its streets, been protected by its police, and received its advantages, it is unjust that their poor and industrious neighbors should be compelled to pay the taxes of such persons in addition to their own.

This will be avoided by a change of the time of assessment, and I recommend that an application be made to the Legislature for power to make the alteration.

The subject of widening streets is one of great and increasing importance. In other large cities, the estates that are benefited pay for the improvement ; while here, in many cases, the City has given individuals hundreds of dollars for the purpose of raising the value of their property by thousands. Two years ago an application was made to the legislature for some modification of this law, so as to throw a part, at least, of the expense of improvements on those who are directly benefited by them. It was lost by the opposition of our own Representatives. I would again recommend the subject to your consideration, as one of great importance to the expenditures of the City.

One object, however, of promoting the convenience of the public would be effected by suitable laws against unnecessarily encumbering the streets. I had hoped that the revision of the City Ordinances, which has been for a long time in the hands of Commissioners, would have brought these subjects before

the Council ; but as the progress of legal gentlemen is slow, I recommend the subject to your immediate attention, on the ground that the convenience of individuals should be made to yield to that of the public.

The House of Industry must, during the present year, either be repaired and enlarged, or provision made for erecting one on some other site. The subject of the removal was discussed before the last Council, and referred by them to your consideration, which it should receive at the earliest moment ; as whatever is decided upon should be commenced early in the spring.

The great numbers of pauper emigrants, and the prevalence of the ship fever, rendered it necessary to establish an extensive hospital at Deer Island. It has been under the charge of a Committee, who deserve the thanks of the citizens for their devotion to a cause that, while it has relieved the sick foreigner, has prevented the spread of a contagious disease among our citizens.

Few are aware of the benefits they have derived from this institution. It has probably prevented the spread of a disease that has carried off Daniel Chandler, the Superintendent of the House of Industry, and Dr. Moriarty, the Physician at Deer Island. They both fell victims to their exertions in the cause of humanity, and we trust have received the reward of those who care for the sick and the stranger.

I have thus, gentlemen, hinted at a few of the many subjects that will be brought to your consideration, and in conclusion, would assure you of all the aid and coöperation I can give in the performance of your arduous and gratuitous labors. The present year is to be distinguished from all others in our annals, by the introduction of water at the public expense. May it also be distinguished by general prosperity, and by an advance in every thing that can render the citizens happier, or wiser, or better, and make them more worthy of the free institutions bequeathed to them by their fathers.

INAUGURAL ADDRESS

TO THE

ALDERMEN AND COMMON COUNCIL

BY

JOHN PRESCOTT BIGELOW,

MAYOR OF THE CITY OF BOSTON.

JANUARY 1, 1849.



PRINTED BY ORDER OF THE COUNCIL.

BOSTON:

1849.

J. H. EASTBURN, CITY PRINTER.

A D D R E S S .

Gentlemen of the Board of Aldermen and of the Common Council.

OUR municipal charter requires, that the Mayor shall communicate to the two branches of the City Council such information, and recommend such measures, as may promote the improvement and substantial interests of Boston. It is not becoming that I should enter even upon this minor and incipient duty, without tendering, as I now do, through you, to my fellow citizens, my grateful acknowledgments for the confidence, with which they have seen fit to honor me. At present, all which I can offer in exchange for unsought and unexpected demonstration of popular favor, is the *solemn promise* that I will faithfully devote whatever energies I possess, to the promotion of the public welfare, unswayed by any considerations or influence, other than my deliberate convictions of right. I am fully aware that in the discharge of my official duties, I must come in collision with the interests, the prejudices, the passions, of a greater or less number of my constituents, and am perfectly content to abide the result. Such has been the fortune of all my predecessors, and I cannot expect to fare better than they. Much as I value the good will and love of the people among whom I have dwelt these thirty winters ; yet, if it happen, that in consequence of pursuing the course which my judgment and conscience may approve, my administration should fail to be acceptable to the popular majority, I shall retire to private life, with far more pleasure than I experience in assuming the responsibilities of office.

Boston and its environs, within a radius of five miles, contains at least 210,000 inhabitants. The City, proper, has about 130,000 inhabitants, with an assessed valuation of one hundred and sixty-seven millions of dollars. So large an accumulation of people and wealth, on a single spot, could hardly have been anticipated within a region of our country, so little favored by nature. The sterile soil, the mountainous surface, the stern climate, and the want of navigable streams in New England, would have seemed to render it improbable that it would ever be considerably peopled, or that any great commercial mart should arise within its borders. It would have seemed, that such would only exist within the more central or southerly portions of the Union, under more genial skies, and in the vicinity of the great natural routes of inter-communication. But the resolution and intelligent industry of our fathers surmounted every obstacle. The region, sneeringly stigmatized as having no natural productions for export but "granite and ice," now teems with three millions of the children of freedom, abounding in the comforts of civilized life — and its metropolis ranks with the great cities of the globe. It is to be borne in mind also, that that metropolis became an important City, long before science and art had cut in sunder the hills, elevated the vales, and spanned the running waters, to unite her commerce in easy and rapid communication with more favored climes. If our people could achieve a position so prominent, while destitute of any of the facilities of intercourse with the interior, with which the cities of the sunny South were so abundantly blessed, what may we not expect of the future destiny of Boston, now that her iron highways, extending in all directions, bring her into convenient proximity with every section of the land? Those who could effect so much, under the most repelling circumstances, may be depended upon to avail themselves, to the full, of their new and ample advantages. The long winter of New England isolation is broken, — she warms and flourishes in friendly and thrifty intercourse with the luxuriant West;

and it is not too much to anticipate that the day will come, when there will be no greater or more prosperous City upon the American continent, than the City of the Pilgrims.

This view of the prospects of Boston leads me to speak of our Schools, — education being the true basis of our institutions, and the real secret of New England progress and power. Our schools are believed never to have been more deserving of confidence and support, than at the present time. There are now in the City, sustained at the public charge, one hundred and eighty-eight schools, with nineteen thousand and sixty-four pupils in attendance. There has been expended from the Treasury for these schools, within the past year, \$346,572, including the amount paid on account of new edifices. There is no expense which the people of Boston more willingly incur, than that which is necessary for the support of the Public Schools; but it cannot be their intention to authorize unnecessary outlays for this, or any other object whatever. With this conviction, I cannot but regret what appears to me to have been the extraordinary cost of erecting some of the newer school houses. The amount expended for the new school house, on Tyler street, exceeded \$60,000, and that for the new Hancock school house was but a fraction under \$70,000 — sums adequate to founding, and endowing, a respectable college. The splendor of the edifice is no guarantee for the education of the pupil; who is as efficiently fitted for the great duties of life, in the older and less pretending seminaries of the City, as in the magnificent structures of the present period.

Our public institutions for the relief and support of the destitute, and insane, the Penitentiary, and House of Reformation, are believed to be conducted upon wise and judicious principles, and administered in a manner which should be satisfactory to the people.

The City has recently purchased a site for a new Jail, at an expense exceeding \$113,000, — the existing prison, which was erected some twenty-five years since, at great cost, being de-

clared faulty in structure, and deficient in the requirements suggested by modern philanthropy. It has been officially estimated, that the expense of constructing the contemplated building will not exceed the sum of \$150,000, in addition to that expended for the site. I have not had opportunity, as yet, to examine the matter, and have great confidence in the committee which has had it in charge. I find, however, an impression among mechanics of acknowledged ability, that the estimates are too low, and that a vastly larger sum will hardly suffice to carry out the plan. I hope that we shall proceed no further in this work, until it is ascertained, to a moral certainty, that the estimates are correct. Indeed, I can hardly persuade myself that the present Jail may not be altered so as to suit the wishes, even of the most fastidious, at an expense far less, than that contemplated in the adopted plan. The erring and abandoned should be treated as children of our common Father; but society should not be expected to furnish costly accommodations for those, who set its authority at naught. A prison should never be built with reference to show. It were better that it should be screened from observation, rather than elicit encomiums upon its architecture. In appearance, it can never be other than a melancholy monument of the infirmities of our race; and it is not wise to whiten, or garnish, the sepulchre of shame.

The Fire Department, that all-important arm of municipal defence, continues in its accustomed state of efficient discipline, and is believed not to be excelled by any similar establishment in the country. The increasing facilities for extinguishing fires, resulting from the introduction of the waters of Lake Cochituate, will doubtless enable us to reduce the expense of this department, — a subject which I commend to your careful consideration.

The remarkable degree of health prevailing in the city, during the past year, is a source of profound gratitude to Divine Providence. The mysterious pestilence, which has traversed

the Eastern Hemisphere, again threatens to invade our precincts. From my position in the Government, at the period of its former visit to this city, I had ample means of witnessing the saving effects of municipal precaution and vigilance ; and am confident, that if the City Council, with the cordial coöperation of the people, shall carry into effect the sanitary measures of 1832, the cholera, as an epidemic, need have no terrors for our fellow-citizens. In this connection, I would renew the suggestions of my honored predecessor, in reference to burials within the limits of our dense population. Upon this point of economical regulation, we are entirely behind the age. The average annual number of deaths for some years has exceeded 3500. Making all allowances for interments at Mount Auburn, and other suburban cemeteries, there cannot be much less than 2000 human bodies annually consigned to their rest, within the boundaries of Boston, —all deposited in tombs. Such an amount of accumulating decomposition cannot but tend, in some degree, to impair the purity of the atmosphere ; and the evil as our population increases, will daily become more serious. It cannot be doubted that a desirable burial lot may be obtained at no great distance from Boston, and in the vicinity of some of our numerous railroads, which would furnish ample facilities for conveyance of funeral trains. The example of the enlightened city of Roxbury, in this respect, is worthy of our imitation. For a lot, similar to that recently consecrated there, the expense would be inconsiderable, and would soon be liquidated by charging a small fee for the right of sepulture.

The Public Lands claim your special attention. Besides the Public Garden, (containing twenty-three acres,) there are about 5,000,000 square feet of lands belonging to the City in the eleventh and twelfth wards. It is desirable that every practicable method should be adopted to bring these lands into market. If judiciously managed they will go far towards defraying the public debt. It is my opinion, that they should be

et at moderate prices, inducing citizens to settle within the limits of Boston, and add to the taxable property, rather than to hold them back, in the hope of obtaining higher offers at a distant day.

The Police, in all its various ramifications, demands the constant and vigilant supervision of the Mayor, under whose control it is exclusively placed. Faults are charged upon its organization and method of administration, and this might be expected, if it were ever so perfect; for the very nature of the duties of the Police is such, as to insure the hostility and denunciation of those who reject the salutary restraints of the law and the authority of its ministers. I shall not fail, however, closely to scrutinize the conduct of the department in question, and to investigate the sources of complaint. Security of life and property is indispensable to the enjoyment of all the other blessings of civilized association, and *must* be maintained. If the number of the police and watch be inadequate to the protection of our citizens, or if the manner of conducting those departments be in fault, the evil should be met, promptly and effectively. I rely with confidence, upon your support and coöperation, if necessary, in this important business.

I cannot dismiss the question of Police without referring to that great and prolific source of crime — the intemperate use of intoxicating liquors, — an evil, which seems to have more than kept pace with all which is good and desirable in our community; and has been the means of countervailing, in no small degree, in many privileges which we otherwise enjoy. Every good citizen must be anxious that an evil, which, by its rapid strides, bids fair to render our City pre-eminently conspicuous in the annals of intemperance and crime, — should be ameliorated or diminished, if, haply, it be found impossible to eradicate it.

In consequence of a constitutional question being held under consideration, some years since, in the Supreme Court of the United States, concerning the right of the Commonwealth

to restrict the sale of liquors, (of course involving the right to punish for violation of our laws upon that subject,) the authorities of the City saw fit to intermit the granting of licenses, and to relinquish the usual measures for enforcing our statutes, against unlicensed sales. The community continued, virtually, without any law upon this head, for several years, and the traffic in the proscribed articles steadily increased. The Court finally decided in favor of the laws in question, and the subject of licensing was once more formally taken into consideration, by the Mayor and Aldermen, in May, 1847. Actuated by motives, to which I bow with sincere respect, the Board decided that licenses should not be granted, and the Police was instructed to prosecute for infractions of the statute. This policy has been continued to the present time. I wish I could say, or that any one could demonstrate, that this decision of the executive department has contributed, in the slightest degree, to the promotion of the noble cause which actuated its course. The experiment has surely had a fair trial. No one can question the sincerity, ability, and energy, with which my predecessor endeavored to enforce the laws in this, as in other respects; aided by an efficient police, and backed in his efforts by a large and influential portion of his fellow citizens. What has been the result? Many prosecutions have been instituted, and convictions obtained. But has the traffic in the prohibited articles been, in any measure, suppressed? Have the dram-shops ceased, or, in any degree, diminished in number? Has temperance been promoted? Have riot and licentiousness received a perceptible check? Nothing of all, or any of this: the reverse is apparent to every one, whose eyes and ears are open. The evil has assumed a more menacing aspect than ever. The number of drinking places has augmented, to a degree never before witnessed in Boston. The forbidden articles are sold (as formerly) in hundreds of conspicuous and well-known places, and also in holes and corners, which were never before systematically

used for such purposes. The daily reports of the police and the watch, the nightly outcries in our streets, and the calendars of our courts, bear witness to the accelerating and appalling increase of intemperance, and its attendant crimes. It would seem as if the Saturnalia of Bacchus, or some more malignant of the heathen deities, took date from the vote which was to overthrow his altars, and confound his votaries.

What, then, has been accomplished by the new policy, for the cause of virtue and good order? Verily, we may adopt a sentiment from Junius, and exclaim—"The good, which has been done, must have been done by stealth, — the evil is upon record." It is clearly an *experiment failed*. To my mind it is apparent, that it would be as well for society to have no laws upon the subject, as to remain in its present anomalous position: for the existence of a law, which you vainly strive to execute, tends to bring all other laws into contempt, and invite their infraction. The ignorant and wicked, who find that they can openly and successfully resist your efforts to enforce a single established statute, will not be slow to bid defiance to your code, and deride your constitution. What, then, shall we do? Shall we go on in the present course, because we do not like to retreat from a position taken, or route adopted? Shall the strong man struggle onward, and downward, in the deepening morass, without a single effort to regain the shore? Will he vindicate his wisdom by rejecting the admonitions of his experience; by declaring that his object is a good one, his course the direct one; and that, come what may, he will adhere to that route, and none other?

What, then, is the remedy? I know not if there be any. The "experiment failed" has complicated a difficulty, which was bad enough before. The refusal to license has practically resulted in a *general* license. It will, therefore, now be far more difficult, by any system, to restrain the sale within its former limits, than it was before the experiment was tried. I know that it may be said that the prohibition of sales is carried into

effect, in other portions of the Commonwealth ; and therefore why may it not be so here ? The "experiment failed" is palpable evidence that the rules of discipline which may apply in smaller communities, are in some respects wholly inoperative in the very large gatherings of the human race. In these the reckless and vicious, of every clime, are assembled in numbers disproportionate to the actual population.

The license system was incomparably better, in its *actual workings*, than the present one ; and, with suitable modifications, would seem worthy of another trial, unless some new and *practicable* substitute for the present unfortunate scheme, can be devised. The license system, with all the objections to it, (and there are many,) possessed the substantial advantage of having a considerable body of respectable persons deeply interested in complaining of, and helping to put down, unauthorized sales. The individuals licensed might sell more, but the aggregate of sales would be less, and the more offensive resorts of the intemperate would, probably, to a great degree, be suppressed. In regard to returning to the license system, I know that many of my fellow citizens entertain conscientious scruples, and I have heard individuals of acknowledged worth, speak as if it were immoral and irreligious to license the sale of the source of so much evil. Whoever takes that ground, casts obloquy and reproach upon the memory of our fathers, (for whose wisdom and virtue we profess so much veneration,) who, from the landing at Plymouth until our own generation, saw fit to countenance the policy, which is now repudiated.

The City, at last, enjoys the long-coveted blessing — a copious supply of Pure Water. The only prominent objection to Boston as a place of residence is removed, by a system of works which promises to be a permanent memorial of the public spirit and judgment of its authors, and of the skill and energy of those, under whose auspices, it approximates completion. At the time of the recent celebration, ample details concerning this subject were laid before the public, and I shall

not consume your time by repeating them. The length of the iron pipes now laid through our streets amounts to about sixty miles. Service pipes, leading from the street mains, already conduct the water to five thousand dwelling houses, and many places of business. The aggregate length of the service pipes, already laid, from the mains to the houses, exceeds thirty-five miles. There remains yet considerable to be done to finish the great undertaking, by carrying out the plan upon which it has so far been executed. The Commissioners inform me that the reservoir upon Beacon Hill will probably be completed by the close of summer, and that on Dorchester Heights before the end of the year. The term of office of the Commissioners will expire, by limitation of law, in May next; and I recommend that the City Council make seasonable application to the Legislature for the renewal of their term, for such time, and with such modifications of their power, as may seem advisable. The expenditures for the water works, to the present date, including all charges against the City for work done, and for land and materials purchased, exceed three millions and three hundred thousand dollars. The principal charges which remain to be defrayed are, the cost of completing the reservoirs, of laying the additional distribution and service pipes, and of adjusting the claims for unsettled damages. The Commissioners estimate that the final cost, of this great undertaking, will amount to about three millions and eight hundred thousand dollars.

I will now call your attention to the state of the general finances of the City. The City Debt, exclusive of that contracted for water, amounted, on the 20th day of the last month, to \$1,354,332.56. This includes the amount paid for the site of the contemplated new jail, already specified. It is estimated by the Auditor that the debt, even if no unanticipated expenditures shall become necessary, will amount, at the close of the financial year, (namely, the 30th of April,) to the sum of \$1,500,000. To meet this debt, we have bonds

and mortgages, \$298,717; balance to credit of Committee on reduction of City Debt, \$85,897; City Wharf, valued at \$600,000 — amounting in all to \$984,614. These assets are exclusive of the Market, the Common, the many Public Buildings belonging to the City, the Public Garden, and the 5,000,000 feet of land, to which I have previously alluded.

The specific appropriations for the current financial year were \$1,374,855. In consequence of the large additional expenditure since authorized, the expenses of the city, for the financial year, will probably exceed \$1,550,000.

The amount of the city and county tax, assessed upon our citizens, for the current financial year, is \$1,100,000. The ratio of taxation was raised last year from \$6, to \$6 50-100 on the thousand dollars.

The expenses, the taxes, and the debt of the city, have all increased, within a few years, out of proportion to the growth and means of the city. This consideration is full of warning and exhortation. It becomes your Chief Magistrate to speak plainly, upon a matter of such moment. If the ratio of increasing expenditures is to go on indefinitely, it needs not the gift of prophecy to foretell, that the day will surely come, when the question will be with our successors, how shall they meet engagements, without pledging, or parting with, property of the city, which it should be our pride and happiness to retain. Already do great numbers of citizens, (and I regret to say that, among them, are many who possess the amplest means) escape into the country at the annual period of taxation; while very many, whose places of business are with us, have their dwellings permanently beyond our borders, on account of our onerous assessments. The number of such cases is constantly increasing, thereby rendering the weight still heavier upon those who remain. The complaints, upon this subject of expenditure, are loud and deep, from all classes of our constituents. *They must be heard — the evil must be remedied.* The remedy is with us, for the time being, and let us not be

backward in applying it. Cut off every expense which is not absolutely necessary for the honor and interest of Boston. Commence no expensive projects, however alluring or desirable, and let us do in all things as is done in domestic economy — consider not what we would like, but what we can afford !

The most prolific source of expense, and financial embarrassment, is, and has been, for many years, the widening and extending of our older streets, for which, in the several cases, there will never be wanting urgent advocates, and plausible excuses. The amount expended under this head (agreeably to a statement of the Auditor) since the organization of the city in 1822, exceeds \$1,540,000, including about \$40,000 for improvements in the course of completion. Nearly two-fifths of this great sum have been expended within the last three years, amounting to \$609,530.

If the laws against obstructions in the streets, by the prolonged stoppings of vehicles and other impediments, be duly enforced, our avenues will be found sufficiently capacious. The streets of the City of London, (proper) the most thronged thoroughfares in the world, are, on an average, no wider, or more regular, than those of Boston : and yet, by proper police arrangements, they are made conveniently sufficient for the business, which accumulates in that great metropolis. I recommend that the usual annual appropriation for widening streets be omitted, in the estimates for the next financial year. If, in consequence of fire, or other circumstances, an extraordinary case shall come up, let it be deliberately considered and settled upon its own merits, and not in reference to any schemes of prospective improvement, hitherto adopted.

Gentlemen —

During the year, whose advent we gratefully salute this morning, we are charged with duties of no ordinary responsibility. The action neither of the State nor National Governments, bears with such immediate and sensible effects upon the happiness of

the great family whom we represent, as the conduct of their civic fathers. For our stewardship, brief though it be, we shall surely be held to account, here and hereafter. Let us seek light and wisdom from on high. Let our supplication be, like that inscribed upon the escutcheon of Boston, in the classic characters of a distant age — AS GOD WAS TO OUR FATHERS, SO MAY HE BE UNTO US.

INAUGURAL ADDRESS
TO THE
ALDERMEN AND COMMON COUNCIL
BY
JOHN PRESCOTT BIGELOW,
MAYOR OF THE CITY OF BOSTON.

JANUARY 7, 1850.



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MAYOR'S ADDRESS.

Gentlemen of the Board of Aldermen and of the Common Council.

IN again assuming the functions of the high station to which I have been called by the people of Boston, I tender to them my grateful acknowledgments for the emphatic manner in which, by their suffrages, they have signified their approval of my official conduct. Their generous confidence imposes upon me a corresponding responsibility, of which I shall never be unmindful. I renew my solemn promise, that I will faithfully devote whatever energies I may possess to the promotion of the public welfare, — unswayed by any considerations or influence, other than my deliberate convictions of right.

Notwithstanding the continuance of financial stringency in business affairs, and the invasion of a desolating pestilence, our beloved City has sensibly advanced in population and prosperity within the past year. Its assessed valuation in May last, was one hundred and seventy-four millions of dollars; which is believed to be far within the bounds of the actual wealth of its people. It numbers about 140,000 inhabitants, which, together with as many more within sound of its bells, or in sight of its principal dome, constitute a great and happy community, unexcelled for industrious thrift, or social privileges and institutions. For these privileges and institutions, and for our position as an influential and important portion of the American people, we are indebted, under God, to the wisdom of our fathers, who in the very infancy of the Colony, adopted,

and engrafted upon the public policy, the principle that the education of the people is indispensable to the very existence of civil and religious freedom. The effects of this principle have given to the people of Massachusetts that resistless spirit of intelligent energy, and ingenious enterprise, which has enabled them to triumph over the most formidable obstacles to successful competition with those regions of our country which are more highly favored by nature than our own. Under the auspices of the same principle, the intellectual cultivation of her inhabitants has not only been the means of securing to them an ample share of all the substantial blessings of life, but has shed a lustre upon her career, and imparted a moral dignity to her character, which command the respect and confidence of the world. It is fitting, then, that in an official survey of the administration of the affairs of her metropolis, I should commence with the subject of its Public Schools.

There are now in the City, sustained at the public charge 197 schools, with 20,000 pupils in attendance. There has been paid from the City Treasury, during the last year on account of these schools, for instruction, the sum of \$176,930; for repairs, fuel, and other expenses of school houses, \$57,695; for new school houses, \$99,489, — the aggregate amounting to \$334,114. Besides the children educated at the public expense, there are about two thousand pupils in attendance upon private seminaries. I have reason to believe that the public schools, in general, were never in a more satisfactory state than at the present time; and that the committees having them in charge, during the past year, have faithfully and efficiently performed their duties. But I cannot overlook the fact that one of these committees (that having direction of the Primary Schools) is constituted in a way, which is entirely anomalous to the genius of our institutions, — although the members themselves are deservedly held in grateful respect by the people, for their services. This Board, which consists of about one hundred and seventy individuals (one to each school,)

having charge of more than half the public pupils, and of the expenditure of a very great amount of the public moneys, is not chosen by the people, nor by the City Government. Its vacancies, as they occur, are filled by the remaining members, in the manner of close corporations, — the people over whose affairs they exercise such an important control, having no voice in the matter, whatsoever. The principle is utterly wrong, and of course, sooner or later, will be productive of practical evil. The body itself, as the schools have increased in number, has already become inconveniently large for mutual consultation, and advantageous coöperation. There is no good reason why so important a Board, (which is not even recognized in our Charter) should not derive its power from, and be responsible to, the people, in the same manner as the Committee having charge of the Grammar Schools, — and I recommend the adoption of such measures as shall remedy the defect.

The City Penitentiary, the House of Reformation, and the Institutions for the relief and support of the insane and destitute, have been conducted in a satisfactory manner, with due regard to a wise economy. A large portion of the paupers, including most of those recently arrived from abroad, or infected by contagious disease, are stationed upon Deer Island. The present accommodations at that place are inadequate to their purpose, both in plan and extent; and they are peculiarly liable to sudden and total destruction by fire. It has been judged necessary, therefore, to commence the construction of an edifice upon the island, capable of containing 1,400 inmates. Foreign paupers are rapidly accumulating on our hands. Since the authority of the Commonwealth to impose a capitation tax was overruled, the very almshouses of Europe would seem, in some cases, to have transferred their inmates directly to our own. Numbers of helpless beings, including imbeciles in both body and mind, — the aged, the blind, the paralytic, and the lunatic, have been landed from immigrant vessels, to

become instantly, and permanently a charge upon our public charities.

The construction of the New Jail is in steady progress, and will probably be completed within about a year from the present time. The plans have been so altered, since I last spoke in this place upon the subject, as to reduce very essentially the amount of the expense which was then anticipated; although I still fear that the edifice will prove to be the most costly building ever erected by the City.

At the rate with which violence and crime have recently increased, our jails, like our almshouses, however capacious, will be scarcely adequate to the imperious requirements of society. This is a subject of momentous interest to the community, and I hope I may be pardoned in alluding, though in a cursory manner, to what appear to me to be among the prominent causes of the great augmentation of criminal offences, both in regard to number and atrocity. These causes are in substance, — the increase of the intemperate use of intoxicating liquors; the unwillingness of juries to convict culprits, although guilt be ever so apparent; the leniency of judicial sentences; the facility of procuring pardons; and that morbid philanthropy, which practically prefers the escape of the offender to the security of the innocent. The first of these causes furnishes excitement to crime; and the others have diminished the probability, and mitigated the terrors of punishment. In fact the majesty of the law was never held in so little reverence, or fear, by the evil-disposed of its subjects, as at the present time. As for intemperance, I presume that the Grand Jury of Suffolk have rightly expressed the opinion of the main body of our constituents, viz: that the entire interdiction of the sale of ardent spirits, however beneficial its effects may be in small communities, is wholly inoperative for good in a great City; the number of dram-shops, and their consequent evils, having greatly increased under the prohibi-

Our juries have become particularly scrupulous of late years; especially if the offence be of a very grave character. Should no technical flaw, in the preliminary proceedings, open the dock to the exulting prisoner before the hearing of evidence, he has good reason to hope that some plea of partial insanity, somnambulism, or the like, will screen him at the hands of the jury. If his expectations in this respect fail, he looks with confidence to the mildest sentence which the law permits, followed by a remission of punishment at an early day. It is ascertained that the length of the periods for which convicts are now sentenced to imprisonment, does not average much more than half the duration of similar punishments as appointed by our Courts a few years since; and it is well known to our police that many of the most atrocious offences recently planned or committed in the City and State, have been the work of pardoned criminals. But worse than all, (inasmuch as it is, to a great degree, the indirect cause of this state of things), is the misplaced sympathy of a very zealous and active class, who are never weary of endeavoring to shield the malefactor from the proper consequence of his crimes. In one way or other, by manufacturing public opinion (as the phrase is,) by looking up convenient evidence, by securing ingenious legal talent, by obtaining bail in some cases, or its reduction in others, by an importunity which knows no denial, they are too often successful in their efforts. In any event, much mischief is done to the moral tone of society, by making unquestionable criminals the subjects of flattering concern, and lavishing upon them marks of officious and unmerited regard. Crime loses much of its revolting character in the eyes of the ignorant and tempted, when they perceive that its perpetrators rarely want for extenuating apology and solicitous care, on the part of the reputable and worthy.

The Fire Department has been active and efficient during the year. The wisdom of employing selected and paid members, instead of the former volunteer system, (still in use

in the other great cities of our land,) has been amply illustrated by experience. Our fires are promptly extinguished, without unnecessary noise, or injury to neighboring property; and riots, or conflicts between the several companies, are unknown. Indeed, there is no class of our citizens who more deservedly enjoy the respect and confidence of the public, than the members of this department. The establishment of hydrants, furnishing an instant and inexhaustible supply of water, capable of rising by its own force higher than the roof of nearly every building in the City, has already enabled us to dispense with several engines and their companies. Arrangements are still in progress, in consequence of such advantages, which will, ere long, cause an annual saving to the City of at least one half the present ordinary yearly expenditure in this branch of service.

The streets and sewers have been kept in uncommonly good order by the vigilant and faithful officers having them in charge. The cost of paving has necessarily been very great, amounting to \$160,000—the sum expended for that object being about the same as in the preceding year. This large expenditure is principally owing to the disarrangement of the streets, occasioned by laying the water pipes. No pavements, however, can be of long duration, where such excessive weights are borne upon wheels, as is too often and peculiarly the case in our City.

The mortality of the City, during the last twelve months, exceeded that of any previous year in its history, — the number amounting to 5,080. This was mainly owing to the ravages of a disease, whose cause is as mysterious as its course, — the Cholera, with the kindred maladies which ever constitute the suite of that great minister of Death, having occasioned about one fifth part of the whole mortality. Its triumphs were principally limited to immigrants, to the imprudent, and to the inhabitants of insalubrious precincts. It therefore soon lost much of its terror for the great body of our

citizens ; and the enforcement of stringent sanitary measures, was, under the blessing of Divine Providence, crowned with early and signal success. The cholera hospital was admirably conducted, — for which, especial praise is due to the City Physician, and the Alderman at the head of the Committee on Internal Health. It was the means of mitigating much suffering and saving many lives. The last City Council had under consideration the expediency of continuing the establishment (the building belonging to the City,) for the benefit of the respectable poor, suffering from other diseases than cholera. They referred the matter to your consideration ; which I hope it will receive at an early day. It is my sincere conviction that we need a City institution of the kind. It would, if judiciously administered, be promotive not merely of the cause of enlightened humanity, but of the true economical interests of Boston.

In this connection, I would again call the attention of the City Council to the necessity of making early and adequate provision, beyond the boundaries of the City, for the burial of the dead. Every one of our cemeteries is already full, to an extent which, in a greater or less degree, is prejudicial to the public health. Indeed, during the prevalence of the epidemic, it became necessary to disuse several of our burial grounds, not merely on account of offensive exhalations, but for want of actual space for additional interments. This state of things is discreditable to Boston, and is inconsistent with a due regard to the safety of its citizens. It may easily be remedied, without involving any very large expenditure.

The Public Lands of the City in the 11th and 12th Wards have, during the year, been greatly improved, by grading and draining. The flats on the South Bay have been filled up to a considerable extent, under a contract entered into some years since for that purpose ; — a very costly concern, requiring an appropriation of \$100,000, during this single financial year. The lands as a whole, are in a better condition than they have

ever been, to induce the favor of purchasers, whenever the situation of the monetary affairs of the community shall invite investments in real estate.

Considerable discussion has recently taken place in the community, concerning the expediency or otherwise, of selling the tract of land west of Charles street, called (by a sort of misnomer) the "Public Garden." It should either be put into a state which would vindicate a claim to its appellation, or it should be sold. Its proceeds, even in the present state of money matters, would go far toward extinguishing the debt of the City, (irrespective of the water loans.) The conditions of sale, in respect to squares, width and direction of streets, and uniformity of building, might be such as to secure the creation of a beautiful quarter of the City, furnishing a large amount of taxable property, — without essentially affecting the advantages of the neighboring Common, in regard to prospect, or air. I do not doubt the power of the City Council to make that disposition they may see fit, of this part of the public domain. But there are many of our most respectable citizens, who entertain scruples upon this point, and believe that they can show the inexpediency of the sale. Out of regard to their feelings and opinions, therefore, I should not be willing to sanction such a disposal of the tract, without first submitting the subject to the consideration and decision of a general meeting of the citizens, legally called.

The Police and Watch Departments have been satisfactorily conducted. Crimes have indeed been committed, in spite of their vigilance, and the perpetrators have escaped detection. But, when it is considered that the Police force, proper, does not exceed fifty in number, and that the beat of each watchman, when on duty, averages nearly a mile of streets, lanes, and courts, these departments are entitled to great credit, for accomplishing so much as they actually have done for the conservation of the peace. Doubtless an enlargement of the number of men would conduce considerably to the security of

person and property. But the expense of the two departments is already very great, amounting during the last year to \$113,000. Unless, therefore, the people are willing to add essentially to their burthen of taxation, they must be content with the degree of protection which is now afforded, increased by such improvement in organization and discipline, as the subject may admit. Such an improvement, in my opinion, would result from a union of the two departments under a single head. They are now entirely distinct from each other, and consequently are wanting in some advantages which would result from complete unity of arrangement and action. I commend the subject to the special attention of the City Council.

I congratulate you and our fellow citizens on the near completion of the Water Works. With the exception of supplying the residents of East Boston (which was not contemplated by the original design) the entire system of works for the introduction of pure water into the City, and for distributing it to every dwelling and workshop, is now completed. The manner in which this great undertaking was begun and carried on to successful issue, reflects the highest credit upon the late Board of Commissioners, whose names are honorably and inseparably connected with the history of Boston. The work has been accomplished at a heavy cost; and by contracting a debt which demands that wise and effectual provision be made for its gradual extinction, so that it may not become a perpetual burden upon the City. But the magnitude of the construction is not, like some other public improvements, to be measured chiefly by its cost. Its extent and power of usefulness is brought home, not to the imagination only, but to the senses of every citizen. Its benefits are already introduced into the family economy of very many households, in a manner to increase the comforts of our people, to promote their health, to lighten their domestic labors, and to give security to their dwellings. In looking at the works in a financial point of

view, we must weigh against the cost of them, not merely the advantages of comfort and health, but the important saving in the Fire Department to which I have alluded, and the greatly increased saleable value of large tracts of our public lands, which have been hitherto destitute of a supply of pure water. The number of persons who have applied for the admission of the water upon their premises, is nearly twelve thousand, and the demand is steadily increasing.

Although the season, as a whole, was one of unusual dryness, the supply of Lake Cochituate was more than threefold the quantity required for use, and fully equal to the estimates which were made of any future demands, which the Lake was expected to meet.

The entire expenditure upon the Water Works, to the present time, amounts to \$4,039,826 exclusive of interest, &c. The cost of carrying the water to East Boston and distributing the same, including the construction of the reservoir in that section of the City, will probably amount to \$500,000, making the aggregate cost of all the works, when entirely completed, about \$4,540,000.

The City Debt, exclusive of that contracted for water, amounted on the 31st day of December to \$1,623,863. It is estimated by the Auditor that the debt, even if no unanticipated expenditure shall be authorized, will amount, at the close of the financial year, (30th of April,) to the sum of \$1,726,803. To meet this sum we have bonds and mortgages, \$242,000; balance to credit of Committee on reduction of Debt, \$28,000; City Wharf, valued at \$600,000 — all amounting to \$770,000; besides the market, (yielding over \$30,000 per annum,) many other public buildings, the Public Garden, and nearly ten millions of feet of upland and flats, in the 11th and 12th Wards. The specific appropriations for the current financial year, were \$1,415,600. The Auditor estimates that the total amount of expenditures for the year will not be less than \$1,729,300. The increase is

caused mainly by appropriations, — for filling up the Flats, (of which I have already spoken,) \$100,000; for carrying on construction of new Jail, \$123,000; and for additional paving, \$70,000. The city tax assessed for the year was \$1,174,715.

The expenses, the taxes, and the debt of the City have all increased within a few years, out of proportion to the growth and means of the City. I have reason to believe that there is no other City in the world, (certainly not in our country) the affairs of which, in proportion to its size, are administered at so great an expense as our own. The current annual expenditures of the City of New York, with more than three times our population, do not more than double those of Boston, (leaving out of view their respective water accounts.) A recent financial statement (emanating from a most respected source) has correctly represented the *rate* of assessment in New York as being much higher than ours. But the valuation of that city (based upon a system like our former one,) is not supposed to exceed half its actual wealth, while our own valuation is intended to approximate the true amount of property. The tax of New York also covers provisions for a State assessment, and the interest on the water debt. We have no State tax, and the interest on the cost of our water works has thus far been met by the loans. The financial operations of our City Council exceed in magnitude those of most of the State Governments. The annual appropriations of the Legislature of this Commonwealth are not more than one third of those authorized by the Government of its metropolis.

The complaints, upon this subject, are deep and loud from all classes of our constituents; and we cannot be deaf, nor inattentive, to their exhortations to rigid economy, in the management of their means entrusted to our care. It is imperatively our duty to cut off every expense which is not absolutely necessary for the honor or interest of Boston, and

to do, in all things, as is done in domestic economy, — consider not what we would like, but what we can afford.

The widening and extending of our old Streets, and the opening of new ones, without essentially benefiting any persons (in many cases) excepting petitioners and abutters, has proved a most prolific source of expense, and financial embarrassment. Under this head, more than \$1,600,000 have been expended since the organization of the City in 1822, — nearly equalling the whole amount of the City debt. I recommend that no more opening of new avenues, nor extending or widening of old ones be authorized, until we can obtain some legislative enactment, by means of which the individuals benefited shall be obliged to assume their full share of the expense. The same enactment might contain a most desirable improvement of our charter, viz. : a concurrent jurisdiction of the Common Council in all matters concerning expenditures for streets, — the Board of Aldermen, as the law now stands, having exclusive and uncontrolled power to lay out and widen “highways.” That Board itself should also be enlarged so as to consist of an Alderman from every Ward. A more equal and complete representation would thereby be affected, and the burden of public business be less onerous upon the executive branch of the City Government.

In conclusion, I proffer to you my cordial and active co-operation in all such measures as shall tend to promote the welfare and happiness of the people of Boston.

INAUGURAL ADDRESS
TO THE
CITY COUNCIL AND COMMON COUNCIL

BY
JOHN PRESCOTT BIGELOW,
MAYOR OF THE CITY OF BOSTON.

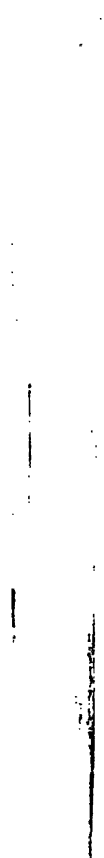
JANUARY 6, 1851.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
1851.

J. H. EASTBURN, CITY PRINTER.



MAYOR'S ADDRESS.

Gentlemen of the Board of Aldermen and of the Common Council.

GRATEFUL for renewed indications of confidence on the part of a generous people, I again assume the functions of office ; and solemnly pledge whatever abilities I may possess to the zealous, the diligent, and the faithful performance of the duties devolved upon me by the suffrages of my fellow-citizens.

During the year, which has just passed away, our beloved City has been blessed with health to a remarkable degree, has been exempt from extraordinary calamities, and its population and general prosperity have steadily increased. Its valuation, as recently rated by the Commonwealth, amounts to *two hundred and fourteen millions of dollars*; and its population, by census, is but little short of one hundred and forty thousand of inhabitants, — without including great numbers of persons who have their places of business within our borders, and their legal residences in other places. The cities and towns, which constitute our business neighborhood, have an aggregate population as large as that of the metropolis, and in connection therewith constitute a community unexcelled for industrious thrift, and social privileges and institutions. These blessings being the result directly, or indirectly, of the system of popular education founded by our fathers, it is proper that our schools should have precedence in an official survey of the municipal affairs of Boston.

There are at this time in attendance upon our public schools nearly 21,000 pupils. The whole number of these schools, (viz: the Primary, Grammar, English High and Latin Schools) is two hundred. Within the year there has been expended from the City Treasury, for instruction, \$182,000; for repairs, fuel and other incidental expenses of school houses, \$56,500; for new school houses, \$56,000,—the aggregate amounting to \$294,500. The public schools, in general, are in a highly satisfactory condition, and the Committees having them in charge have been diligently faithful to their responsible trusts. With all the excellence of our system of instruction, I think it has an important failing in the endeavor to accomplish too much,—especially when I consider the limited time during which our youth can have the benefit of the schools. A less number of studies, carefully reserving those having the most important practical bearing upon mental improvement, would secure the great ends of popular education better than ambitious endeavors to teach almost every thing. These, in too many cases, result in an imperfect acquaintance, on the part of the pupil, with those branches which are most essential to his progress and happiness in life.

Our various institutions for the punishment and reformation of criminal delinquents, together with those for the relief of the destitute and insane, have been conducted by the several boards and officers having them in charge, in a most faithful and satisfactory manner. The burden imposed upon our fellow-citizens by these establishments is very great: but from careful inquiry I am satisfied that the expense of sustaining them cannot be essentially retrenched, with proper regard to the purposes for which they were instituted. Crime and pauperism have more than kept pace with the progress of the City in wealth and population. The comparatively easy enforcement of the license laws in the smaller communities of the State, tends to accumulate upon the metropolis (as occasional or permanent residents) an undue proportion of the depraved and licentious of American

origin ; and our maritime position insures us a constant influx of the wretched and destitute of other lands.

There are at this time in our jail, and houses of correction and reformation 573 individuals confined for offences against the laws. There are 204 patients in our hospital for the insane, and 1,254 paupers in the almshouses at South Boston and Deer Island. During the year, "out-door relief" amounting to \$18,600, has been extended by the Overseers of the Poor to a great number of distressed persons. The cost of this relief, and support of prisoners, lunatics, and paupers during the year, including all expenses of carrying on the several establishments amounts to \$179,000. These expenses do not include the cost of the new edifices. In offset to the foregoing amount, the City has received, or is entitled to, from the Commonwealth, on account of State paupers and lunatics, \$36,000. Of the inmates of our almshouses and lunatic hospital, a great majority are natives of other countries. Many of this class, including imbeciles both in body and mind, were paupers in the country whence they came, and nearly all were utterly destitute upon their arrival here. The immigration of such as these, is a flagrant abuse of the hospitalities of a nation which welcomes to its shores the honest and industrious of every land, who are capable of sustaining a proportionate share in developing the resources, and promoting the welfare, of their adopted country. An abuse so injurious to the interests of the Republic, and bearing with such peculiar hardship upon the Atlantic cities, calls urgently for the corrective interference of the General Government. I recommend that it be made the subject of a respectful memorial on the part of the City Council to the National Congress.

The new almshouse upon Deer Island is nearly completed. It is built in a plain and substantial manner, being indestructible by fire — a calamity which is a constant subject of apprehension in reference to the edifices now in use upon that island. Its cost amounts to about \$150,000, and it is capable of con-

aining two thousand inmates. I am of opinion that it will be found expedient to remove to this edifice, when finished, all the inmates of the House of Industry (at South Boston.) Advantages will doubtless result, both in regard to economy and simplicity of administration, by concentrating all that class of unfortunates within a single establishment.

The new Jail is nearly completed. It is well known that (on first entering upon the duties of this office,) I endeavored to obtain authority to rescind the contracts which had been entered into for the construction of the edifice in question, upon payment of an adequate consideration to the contractors. It was, and is, my belief that the old jail might, at a small comparative expense, have been so modified, as to answer all reasonable purposes of such an institution. My colleagues in office determined otherwise, after making alterations in the plan which greatly reduced the estimates of the expense of the structure. The actual cost, including that of the land purchased on account of the jail, will amount to about \$450,000. The building has been constructed in a most faithful manner, comprises many supposed improvements in matters appertaining to prison discipline, and constitutes one of the principal architectural ornaments of the City.

The Streets have been kept in as good order, as is consistent with their frequent disarrangement by the laying or repairing of pipes for gas, water and drains. The expense of the street department, including a large quantity of new paving, has amounted to \$143,000.

Considerable improvement has been made in the lighting of the streets during the year. Gas has been substituted for oil in the street lamps in many cases, including the whole of that portion of Washington street (a mile in extent) between Dover street and Roxbury. The whole number of street lamps now in the City is 2,202, of which the number of gas lamps is 959. The expense of lighting the City during the year has been \$64,000, including \$7,300 for new gas lamps

and fixtures. Great improvements and additions have been made in the sewerage of the City; the total expense amounting to \$43,000.

The Bills of Mortality have fallen far below those of the preceding year, the deaths amounting to 3,667. In the year 1849, the number was 5,079, the difference being mainly attributable to the Cholera prevailing in that year, from which disease we have since been happily exempt. In previous addresses to the City Council I have urged the expediency of providing suitable accommodations for the burial of our dead, outside of our municipal boundaries. I have the satisfaction of saying, that during the year, private enterprise has, in a great measure, remedied the wants of our community in this respect, by the establishment of extensive and well-located cemeteries in the neighboring towns of Malden and Dorchester. In these cemeteries, eligible lots may be purchased at rates within the means of almost every citizen, who is not dependent upon charity. The City also owns a tract of land in its vicinity, which can be converted into a "Potter's Field," whenever such a disposal of it shall be deemed necessary.

The Fire Department continues to be active and efficient. Occasional disorderly conduct on the part of individual members, (although promptly rebuked, or punished by discharge,) have excited severe animadversion in some quarters; and fears have been expressed of the general soundness of its condition. These apprehensions, in my opinion, have no adequate foundation. Neither the department in question, nor any other large body of men, should be held answerable for the delinquencies of individual members. The department is composed of selected persons of full age, of undoubted respectability of character at the time of appointment, and receiving adequate compensation for their services. I believe that a very great majority of them feel as much interest in the good name and welfare of the City, as any other portion of our people. Subordination is, of course, indispensable to the usefulness of

such a department, and whenever occasion requires, I shall cause it to be enforced accordingly. The department consists of 14 engine, 4 hose, and 3 hook and ladder companies, the whole (including engineers, &c.,) constituting a force of 625 men. There are 980 hydrants, so located and arranged throughout the City, as to furnish in every quarter, when necessary, an instant and inexhaustible supply of water for the extinguishment of fires. The payments from the Treasury on account of the department during the year, have amounted to about \$60,000, and it has been called out for fires or alarms, 304 times.

The Police Department, including the night watch, has, in the main, been active and faithful in the discharge of its duties, and has accomplished as much as could reasonably be expected, from its paucity of numbers, and defective system of organization. Although the beat of each watchman when on duty averages nearly a mile of streets, lanes, and courts; and the police force, proper, consists of but fifty-one individuals; the expense of the two branches for the year, has amounted to \$122,000. Any considerable increase of the number of persons in these branches, would involve a degree of additional expense, which would add seriously to the weight of taxation. Great advantages, however, I believe, would result from a reorganization of the whole department under a single head; with modifications similar to those suggested in an able report on the subject, recently submitted to the City Council.

During the year, a most desirable and important work has been accomplished, by the revision of the Ordinances of the City, and combining their provisions in a clear, compact, and intelligible form. These, together with a digest of all Legislative enactments relating specially to Boston, have been printed, and published in a single volume. Our fellow-citizens therefore, are now able to ascertain, with tolerable certainty, the actual requirements and prohibitions of our by-laws, without the necessity of searching a variety of books, pamphlets and

manuscripts. The revision and compilation under the direction of a joint committee, were performed by the City Solicitor, and reflect great credit upon that able jurist.

Considerable progress has been made within the year, towards forming a Free City Library. Donations of funds and books have been received, to an extent which have already secured a respectable foundation for an institution, the serious want of which is generally acknowledged. I commend the subject to your favorable consideration, and trust that an appropriation will be made, worthy of a project which has an auspicious bearing, prospectively, upon the moral and intellectual character of the people of Boston. As the result of such an example on your part, I anticipate many and valuable contributions for the purpose in view, at the hands of public spirited citizens.

The City Lands, on the Neck, have begun to be an important source of municipal revenue. Great progress has been made by grading, draining, &c., towards getting them into a more inviting condition for the investment of private capital. The ready disposal of lots recently offered at auction, to the value of over \$300,000, and the constant application for purchases at private sale, at good prices, are of the most cheering augury to the financial interests of the City.

In my last Inaugural Address, speaking of the Public Garden, so called, I made use of the following language: "it should either be put into a state which would vindicate a claim to its appellation, or it should be sold." The public press, with hardly an exception in its columns, took strong ground against selling the tract of land in question, and seemed (for aught that I could ascertain to the contrary) to be a correct exponent of the present state of popular opinion on this important subject. At any rate it is sufficiently clear, that the sale (although I still believe it to be entirely within the competency of the City Council,) would cause discontent and unhappiness to a very large number of tax paying citizens, of all

lasses. This, I consider, would at any time, be a sufficient objection to such an important measure, unless the financial exigencies of the City were much greater than they are at present. I therefore recommend the alternative which I suggested in my last address, viz : to put the tract in question into a condition creditable to the appearance of the City, and in keeping with the beauty of the neighboring Common. I advise a sufficient appropriation for this purpose.

I congratulate you upon the very gratifying fact, that every section of the City is now supplied with Pure Water. The aqueduct to East Boston, has been completed in a most skilful and substantial manner, and the distribution pipes now connect with the dwellings and work shops of that thriving place. The expense of the aqueduct, extending more than three miles in length, and crossing three wide estuaries, has been \$140,000, that of the reservoir on Eagle Hill \$60,000, and that of the distribution \$113,000 ; the whole amounting to \$313,000, (including cost of land) and being about \$140,000 less than the original estimate.

The whole cost of the Cochituate Waterworks to the present time, (including those just alluded to) amounts to \$4,321,000, not including interest on loans. The actual debt for this object is about \$5,000,000, a part of which is at five per cent. interest. The aggregate length of streets, lanes, and courts, through which the main and distribution pipes are laid, exceeds 96 miles. There are at this time 13,463 takers of the water. The income during the twelve months, has been about \$100,000, and under the new rates will probably amount to \$175,000 for the current year—leaving a balance of interest on the water loan of about \$90,000, unprovided for. This balance I trust, will be defrayed by the annual tax, as I do not suppose it will be your policy to permit the debt to accumulate. Great and onerous as has been the cost of the introduction and distribution of water, I cannot think that any citizen would

consent to relinquish the blessings resulting from the undertaking, for a remuneration of the expense incurred.

The City Debt exclusive of that contracted for water amounted on the 1st instant to \$1,756,000, the same being nominally greater than it was a year since by the sum of \$133,000. By the recent sale however of a portion of the neck lands, already alluded to, the City has come into possession of available securities, bearing interest, to an amount which exceeds the increase of the debt by nearly \$200,000. Of available means, to meet the debt, we have bonds, mortgages, &c., to the amount of \$465,000 and the City Wharf valued at \$500,000; to say nothing of the Market and Old State House (jointly yielding, under the new leases, about \$46,000 per annum,) and nearly ten millions of feet of uplands and flats in the 11th and 12th wards. The total expenditures from the City Treasury during the recent municipal year (exclusive of those on account of the water works) have amounted to \$1,940,000, of which sum \$1,373,000 have been paid for ordinary purposes; \$230,000 on account of City debt; and \$356,000 on account of filling up South Bay and for carrying on construction of almshouse and jail.

As taxable property is rapidly accumulating in our midst, and as we now have a right to anticipate large annual receipts from sales of lands, I see no reason to doubt that the City debt (proper) may be easily and entirely extinguished within a few years. To conduce to an event so desirable, it behooves us to enter upon no new project involving great expense, and to administer the finances of the City with all the economy which is consistent with its interest and honor.

Gentlemen, — We are charged with duties which affect the immediate comfort and welfare of the great family under our civic guardianship, far more sensibly than the action of the State or National Governments. It is imperatively incumbent upon us to be true in all things to the responsibilities we have

voluntarily assumed. We owe it to the memory of our fathers to be faithful to the great trusts committed to our care in this, the metropolis of their pride and love. Our brethren look to us with mingled feelings of watchfulness and confidence — bidding us, "be just and fear not." Over us is that great Ruler, who will surely hold us to account, for official, no less than personal, fidelity.

ADDRESS
OF
JOHN PRESCOTT BIGELOW,
MAYOR OF THE CITY OF BOSTON,
TO THE
BOARD OF ALDERM
ON THE OCCASION OF HIS
RETIRING FROM OFFICE.

JANUARY 3, 1852.



BOSTON:
1852.

J. H. EASTBURN, CITY PRINTER.

ADDRESS.

THE Board of Aldermen, elected for the municipal year, ending on the first Monday of January, 1852, held a final meeting on Saturday morning, January 3d, — present the whole Board, members of the Common Council, officers of the Government, the Mayor and Aldermen elect, and many other citizens.

Alderman MOSES GRANT offered the following resolution :

Resolved, That the thanks of this Board be presented to the Honorable JOHN PRESCOTT BIGELOW, for his devoted and faithful services as Chairman of the same; and that in the separation which is now to take place in our official relations, we tender him our best wishes for his health and happiness.

The question on the adoption of the resolution was put by the City Clerk, and it was carried by a unanimous vote.

Mayor BIGELOW rose and responded as follows :

GENTLEMEN :

I am deeply sensible of the honor conferred upon me by your vote of approbation, and will not doubt that it truly expresses the opinions of individuals for whom I entertain profound respect; at whose hands I have received much personal kindness; and who have seemed to appreciate the earnestness of my endeavors to fulfil the duties incumbent upon my office. The responsibilities and labor appertaining to that office, are far more onerous than was probably contemplated by the framers of the Charter, or than was experienced by the earlier occupants of the station. At the period of the adoption

of the Charter, and for some years afterwards, the population of the City was comparatively small, consisting almost entirely of persons of New England origin, whose habits of order called for but little supervision, or corrective interference, on the part of the civil magistrate. This is perhaps sufficiently indicated by the fact that there was but one Police officer (the Marshal alone) and a few dozen watchmen, in the employment of the City. Many of the municipal departments, now in operation, were then unknown and unnecessary, and all were upon a most simple and restricted footing. The growth of the town had been less in two centuries from its settlement, than its increase within the last ten years; and its conspicuous share in the glories of the Revolution constituted almost its only claim to special prominence among the cities of the Globe. Indeed, it had not yet parted with many of the peculiar characteristics of a New England village, — all the inhabitants feeling, in some sort, an acquaintance with, and responsibility for, each other, and constituting, as it were, a patriarchal family on an extensive scale. These were the halcyon days of our corporation, and the family, during the first decade of years, enjoyed in succession the paternal guidance of three illustrious individuals of a past generation, whose names will never be uttered by any true Bostonian, without emotions of veneration and love. One of these still survives, the Nestor of our municipality, to witness the prosperity which he contributed so largely to found, with intellect unclouded by the mists of age:

“ Behold him in the evening tide of life,
A life well spent, whose early care it was
His riper years should not upbraid his green;
By unperceived degrees he wears away,
Yet, like the Sun, seems larger at its setting.”

From the time when our railroad system began to develop itself, the aspects and prospects of Boston rapidly changed.

Within twenty years, the City has increased in population and wealth more than our fathers could have anticipated would take place in a century of time. Instead of a single homogeneous race, descending from the stock of the Pilgrims, we have now, in addition, great numbers of natives of other lands, constituting, with their children, at least half of our whole population. With the growth of the City, the change of the character of its population, and the regard to be had to future increase, the duties and responsibilities of the municipal government have accumulated in an extraordinary ratio. The duties incumbent upon the Chief Magistrate, in special, have been augmented to such a degree, that in my opinion it is indispensable for the well being of Boston that the Charter, in reference to that functionary, although well fitted to an earlier state of things, should be essentially modified; otherwise, the time is not far distant, when no individual, however eminent for talents and industry, will be found adequate to the full and proper discharge of the functions appertaining to the office in question. Those functions, in my opinion, should, as is the case in all other great cities, be purely of an *executive* character; whereas a great portion of the time and attention of the Mayor of Boston, under the existing arrangement, is absorbed by duties of a *legislative* description. He is chairman of the Board of Aldermen, chairman of the School Committee, and of many committees of the two branches of the City Government; and in consequence of his engagements in these capacities, his executive duties, viz: a general superintendence of all the departments of the government, (involving the constant and personal cognizance of the condition of all parts of the City, and the enforcement of the laws,) must necessarily be neglected, or performed very imperfectly. Especially must this be the case, when it is considered that the people expect that the Mayor, in addition to his legal duties, will represent the City in a social point of view on all public occasions, and see that proper attentions are rendered to the throngs of

visitors, who come from all parts of the earth to inspect our institutions.

There are also drafts upon his time, of other kinds, which he cannot refuse to honor, consistently with the dignity and good name of Boston. For my own part, I am constrained to say, that although I have devoted my time exclusively to my official duties, as I understand them, being up early and late, and never leaving the city for a single night, and but a few hours in the aggregate, yet I retire from office with the depressing conviction that I have left undone very many things which I ought to have done, solely for want of the necessary time. Other amendments of the Charter are also eminently desirable; but I have spoken of them in former addresses, and it would seem superfluous to reiterate them on this occasion — excepting that in view of the great labors of my honored colleagues at this Board, I cannot help again expressing my opinion that it should be enlarged, so as to render less onerous the unpaid labors of its members, and secure a more equal representation of the various sections of the City.

The occasion justifies my reference to financial matters connected with my administration. I entered the Government of the City with professions and intentions of endeavoring to retrench and economize its expenses, as far as should be found consistent with its honor and interest. The Mayor, however, has no negating power over the acts of either branch of the City Council, and but a single vote, in common with every member, in making appropriations for expenditures. His recommendations and influence, however, undoubtedly possess weight, and these I feel that I have endeavored to exercise in a right direction. Nevertheless, the debt has increased, and the expenditures have doubtless been much greater than could have been wished. From a statement just furnished me by the Auditor, it appears that the net increase of the debt (exclusive of that for water)

since I came into office, in 1849, amounts to \$288,000, the bonds and mortgages on hand at that period, and this, applicable to liquidation of debt, being, in each case, deducted. But the expenditure on account of the New Jail and filling up of the South Bay, resulting from acts of the Government before I came into office, and which I had no power to rescind, far exceeds this increase of indebtedness.

It may also be remarked that the breaking up of more than ninety miles of streets and lanes for the laying of the water pipes, involved the necessity, to a great extent, of renewing or repairing all our pavements. Consequently the amount expended for the paving department, within the three years, has been unprecedently large. Of this, the sum of \$200,000 at least should be considered as part of the expenses of introducing the Cochituate water — without its swelling, as it has apparently done, the amount of ordinary expenses, and consequently the ordinary debt. The Cholera, also, during the first year of my term of office, was a source of very great expense, such as human prescience could not have foreseen, nor judicious economy avoid. It is not my purpose however to speak in detail concerning our expenditures, other than those to which I have alluded for a specific object. They have all been laid before the public by the proper officers. With but few exceptions, I believe them to have been such as the true wants and interests of the city demanded, and that the City Council would have been considered by its constituents culpably delinquent of duty, if they had not been authorized.

It is true that the municipal affairs of Boston are carried on at great cost — greater in proportion, as I have reason to believe, than that incurred for the same purpose by any other city in the country. But our people, I am sure, would hardly be content to forego any of the superior comforts and advantages which they are in the habit of enjoying, for the mere object of retrenching the expense. They expect, however, a

reasonable equivalent for their money, and I believe they generally obtain it. In respect to our public schools, courts, police, drainage, paving, lighting, supply of water, sanitary arrangements, provisions for restraint of the erring and relief of the destitute, and many other circumstances appertaining to the convenience and welfare of an enlightened community, our city is pre-eminently privileged. And where, in the world, is life, person, or property more secure than within our municipal boundaries? In all but a few small localities, (which are held under strict surveillance by the police,) our people enjoy the full security and quiet of the peaceful village, united with the unnumbered comforts of a great metropolis.

In my inaugural address, on coming into office, I stated that I was aware that in the discharge of my duties, I should necessarily come into collision with the interests, the prejudices, the passions of great numbers of my constituents," and that I should incur their active displeasure accordingly. The prophecy, which required little skill in the art of divination to venture, has been amply fulfilled. Although sustained by very large majorities on each occasion of my being a candidate for re-election, I have been perfectly aware that not a few of my fellow-citizens, including individuals for whom I entertain most respectful consideration, have thought for various, though in some cases very opposite, reasons, that I have sometimes abused, or misused, the power committed to my hands. I have been frequently arraigned, in no complimentary terms, in the columns of the press, for imputed omissions and commissions, by individuals, who doubtless forgot that a trial, so instituted, must necessarily be *ex-parte*. For, however easy and simple might be my vindication, it was neither decorous nor customary for the Chief Magistrate of the city to enter into public controversy, concerning the wisdom or propriety of his conduct.

I should assume to be more than a man, if I should deny, that, on some occasions I was keenly sensible of the want of

justice and generosity, in the manner in which I was assailed from different quarters. But I feel it due to myself, though it may be of little consequence to others, to declare, that in retiring from office I retain not the slightest sensation of injury inflicted by any hand whatsoever, and that my heart beats kindly towards every human being. Errors of judgment I have no shame in acknowledging, but that I ever *intended* to do aught which was not consonant with the true interest and honor of Boston, as I understood them, I utterly deny. My love for the dear old Pilgrim City is unsurpassed by my love for anything remaining to me on earth. I revere her Puritan and Revolutionary history as the record of men whose footsteps seem at times to have been under the immediate guidance of Almighty Wisdom. I regard her with affectionate veneration as the mother of the civil and religious liberties of the American people. Her material greatness may crumble and dissolve — like Tyre her ruins may become but the landmark of her once proud commercial position — but the light of her teachings and example, in former days, will never cease to shine for the benefit and admiration of mankind.

Pub Inst. Query 1822 p 11

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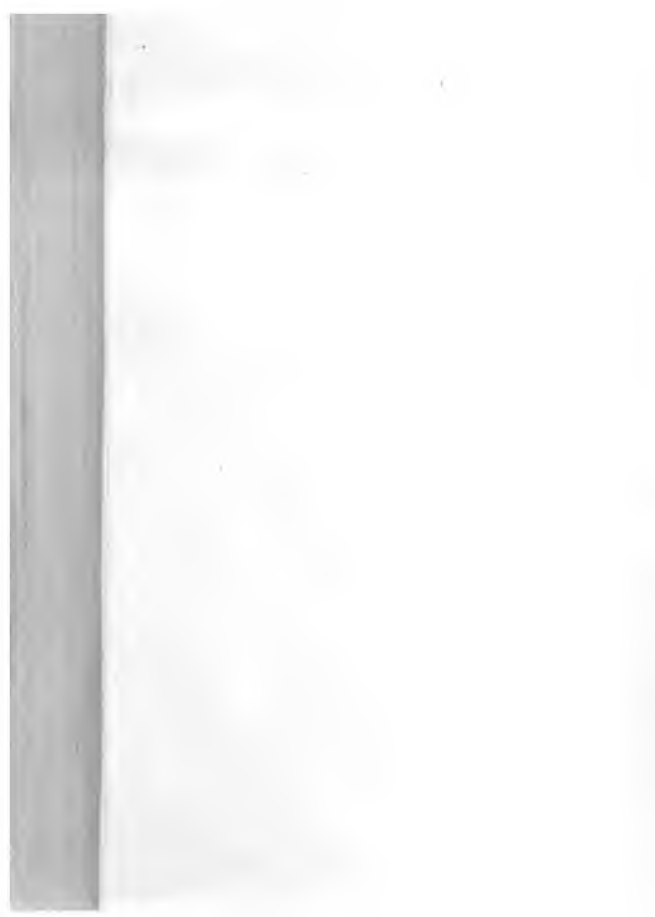
Brumner 1843 p 286

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